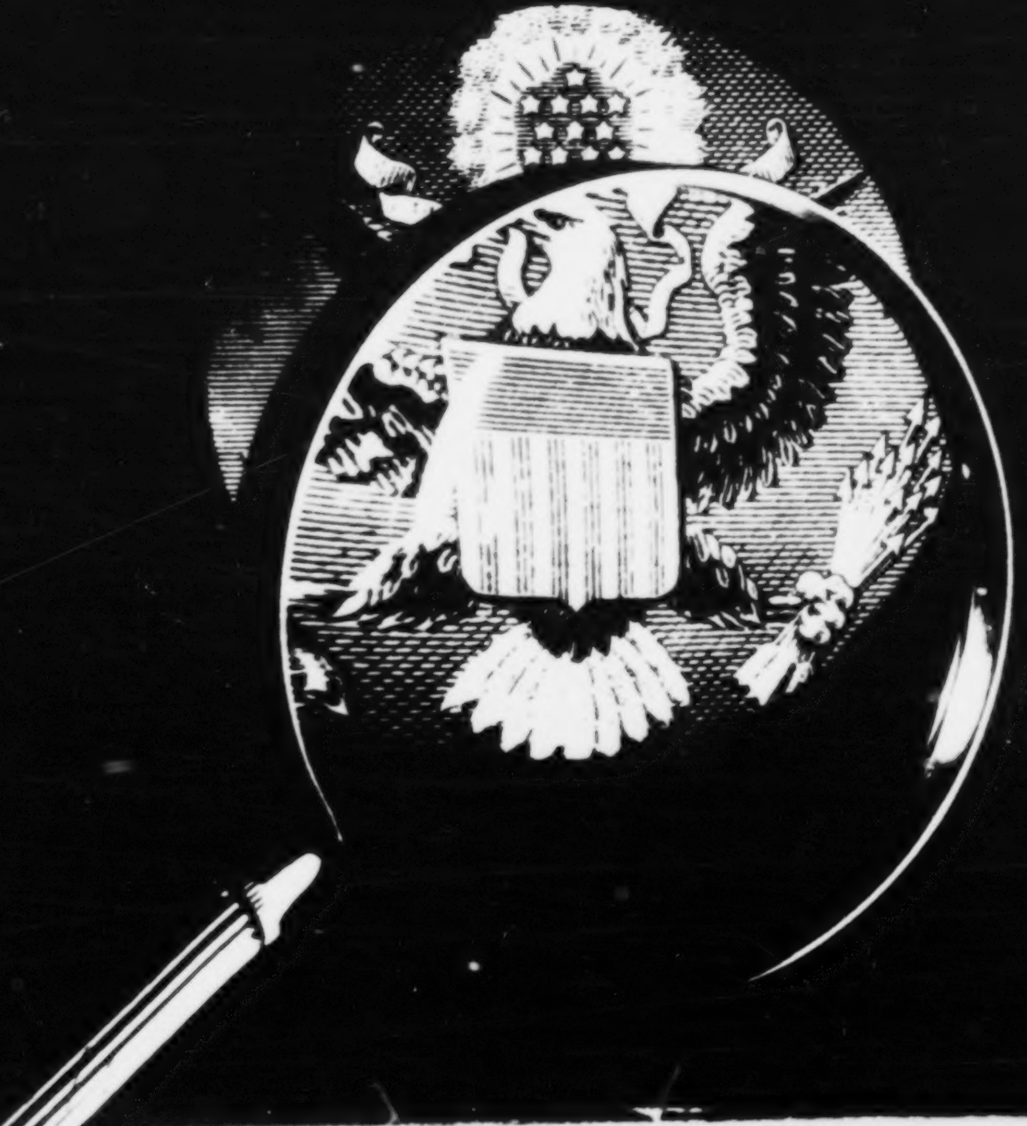
Annual Report

United States General Accounting Office 1980



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Elmer B. Staats
Comptroller General of the United States

The position of Deputy Comptroller General is vacant due to the retirement and, later, the untimely death of Robert F. Keller, the first individual to hold this position. Mr. Keller served under all five Comptrollers General and played a central role in improving the quality of our services to the Congress. The position of Deputy will not be filled until after a new Comptroller General is selected, under the terms of Public Law 96-226, 94 Stat. 311.

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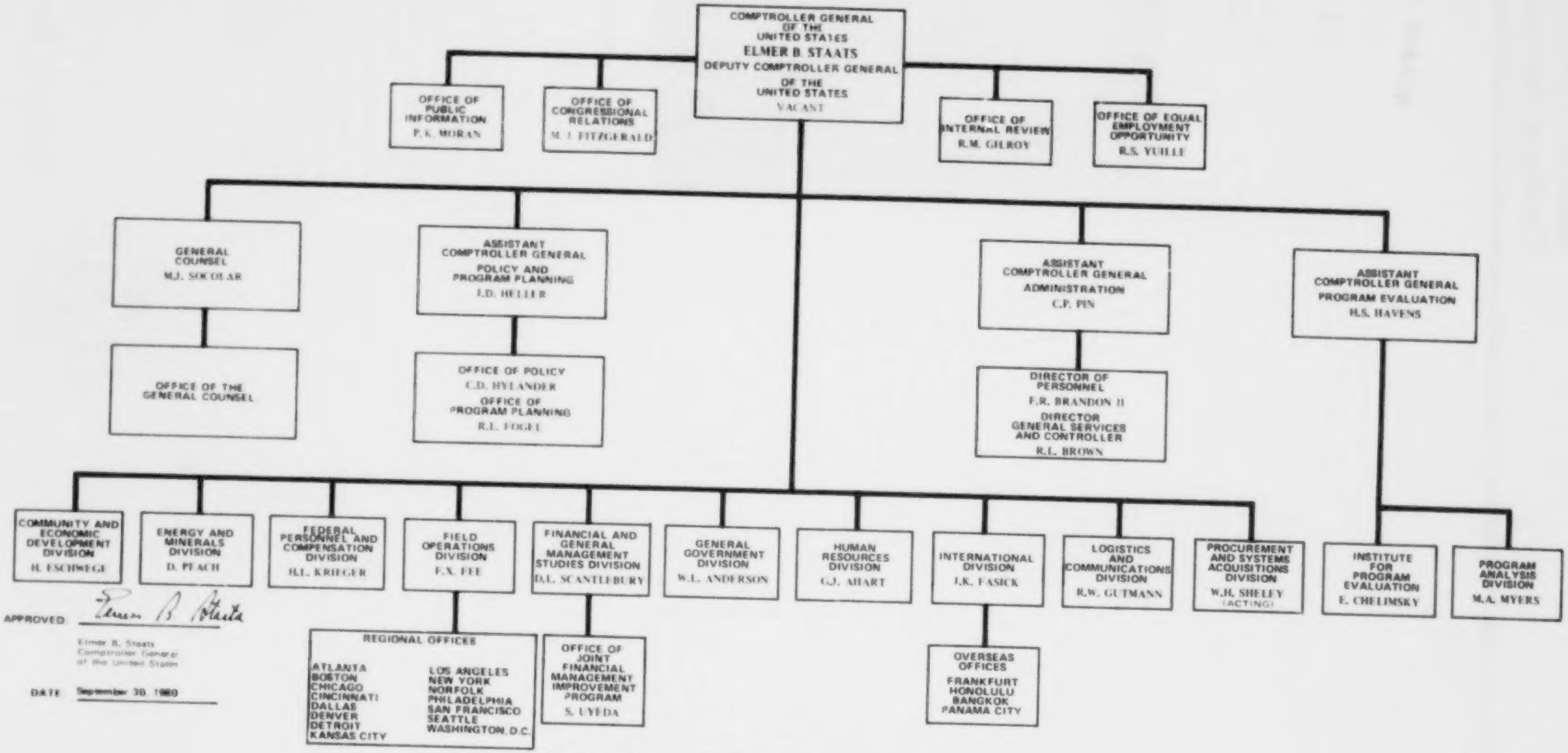
United States
General Accounting Office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ELMER B. STAATS
DEPUTY COMPTROLLER GENERAL OF THE UNITED STATES
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P. K. MORAN
OFFICE OF CONGRESSIONAL RELATIONS
M. J. FITZGERALD
OFFICE OF INTERNAL REVIEW
R.M. GILROY
OFFICE OF EQUAL EMPLOYMENT OPPORTUNITY
R.S. YUILLE
GENERAL COUNSEL
M.J. SOCOLAR
OFFICE OF THE GENERAL COUNSEL
ASSISTANT COMPTROLLER GENERAL
POLICY AND PROGRAM PLANNING
I.D. HELLER
OFFICE OF POLICY
C.D. HYLANDER
OFFICE OF PROGRAM PLANNING
R.L. FOGEL
ASSISTANT COMPTROLLER GENERAL
ADMINISTRATION
C.P. PIN
DIRECTOR OF PERSONNEL
F.R. BRANDON II
DIRECTOR GENERAL SERVICES AND CONTROLLER
R.L. BROWN
ASSISTANT COMPTROLLER GENERAL
PROGRAM EVALUATION
H.S. HAVENS
COMMUNITY AND ECONOMIC DEVELOPMENT DIVISION
H. ESCHWEGE
ENERGY AND MINERALS DIVISION
D. PEACH
FEDERAL PERSONNEL AND COMPENSATION DIVISION
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PROCUREMENT AND SYSTEMS ACQUISITIONS DIVISION
W.H. SHELEY
(ACTING)
INSTITUTE FOR PROGRAM EVALUATION
E. CHELIMSKY
PROGRAM ANALYSIS DIVISION
M.A. MYERS

APPROVED Elmer B. Staats
Elmer B. Staats
Comptroller General
of the United States

DATE September 30, 1980

[1] The executive Director, JFMIP, reports to a steering committee composed of officials of GAO, Treasury, and OPM. The Director, FGMS, is a steering committee member.

Washington, D.C. 20548

COMPTROLLER GENERAL OF THE UNITED STATES

B-119600

January 27, 1981

To the President of the Senate and the
Speaker of the House of Representatives

In accordance with section 312 (a) of the Budget and Accounting Act of 1921, I respectfully submit the annual report on the activities of the U.S. General Accounting Office during the fiscal year ended September 30, 1980.

A retrospective essay on GAO from 1966 to 1980 has been included to highlight the Office's activities during my tenure as Comptroller General. I believe it appropriate to compile a brief summary of our efforts to improve services to the Congress during this 15-year period.

Elmer B. Staats

Comptroller General
of the United States

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Washington, D.C. 20402

The Comptrollers and Deputy Comptrollers General are appointed to their 15-year terms by the President. In determining whom to nominate, the President considers selecting one of at least three nominees provided by a Commission of House and Senate leaders. The Comptroller General also serves on the Commission which develops a list of nominees for the Deputy Comptroller General position. The Senate must confirm both appointments.

Comptrollers General of the United States

John R. McCarl
July 1, 1921—June 30, 1936

Fred H. Brown
April 11, 1939—June 19, 1940

Lindsay C. Warren
November 1, 1940—April 30, 1954

Joseph Campbell
December 14, 1954—July 31, 1965

Elmer B. Staats
March 8, 1966—

Assistant Comptrollers General of the United States

Lurtin R. Ginn
July 1, 1921—November 11, 1930

Richard N. Elliott
March 9, 1931—April 30, 1943

Frank L. Yates
May 1, 1943—June 29, 1953

Frank H. Weitzel
October 12, 1953—January 17, 1969

Deputy Comptrollers General of the United States

Robert F. Keller
October 3, 1969—February 29, 1980

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[1] Public Law 92-51 (approved July 9, 1971) changed the title Assistant Comptroller General to Deputy Comptroller General.

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Graphic Designer: William Michael Spears

GAO Developments in Retrospect: Increased Service to the Congress

Unique among Federal agencies, the appointment of the U.S. General Accounting Office's administrator is for 15 years. Not surprisingly, then, with the final year of this term, a segment of the Annual Report focuses on a 15-year retrospective. Some 8,000 reports to the Congress, over 1,000 appearances at congressional hearings, nearly $20 billion saved, hundreds of legislative actions recommended, and internal management improvements—these developments reflect GAO's increased service to the Congress from 1966 to 1980.

Increased Output: Response to Congressional Needs

The following discussion of GAO's audit work from 1966 to 1980 reviews a sampling of that period's reports, testimony, financial savings, and legislative recommendations. These were selected because they were especially relevant to congressional and national concerns of the moment or because they were noteworthy for some other reason, such as their achievement of considerable savings in Federal operations.

As an illustrative piece, the discussion necessarily precludes a comprehensive treatment or even mention of the many aspects of Government that GAO's work touched on in this 15-year period. Rather, this retrospective essay, which organizes some of its discussion into three 5-year periods, highlights a few examples which characterize the breadth of GAO's work.

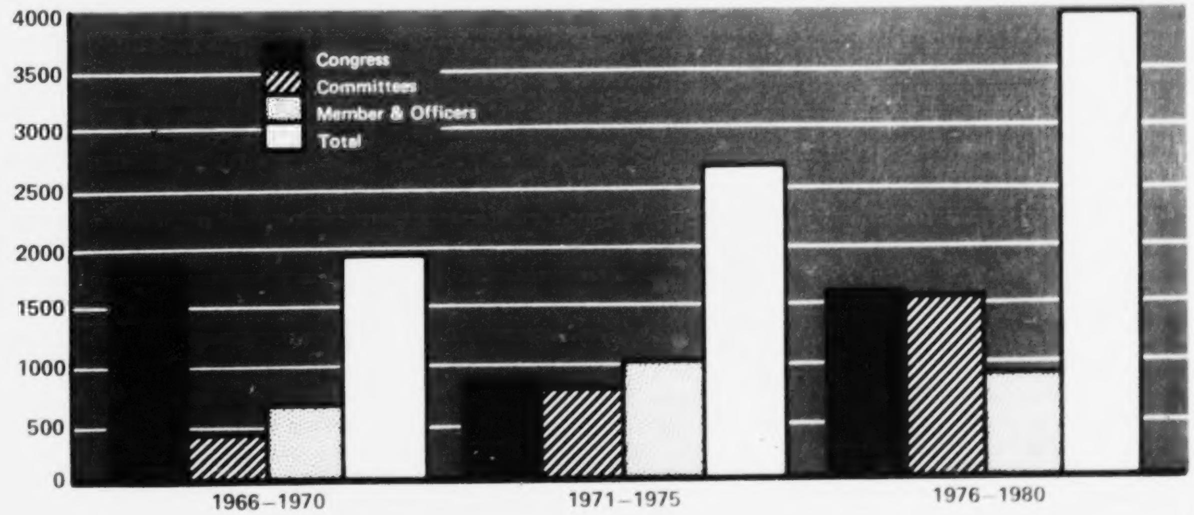
Reports Have Grown in Number and Scope

Numbers alone do not adequately portray the Office's efforts to keep the Congress informed. Less visible than hard data but equally important is the Office's adoption of new reporting approaches providing a broader perspective on complex issues. During the 15-year period, for example, GAO refocused its efforts on comprehensive evaluations of entire Government programs. These reports, which discussed how well Government programs and operations met congressional objectives, were generally more difficult and costly to perform than those dealing solely with evaluating the economy, efficiency, and legality of an agency's programs and activities. The Congress' increasing interest in program results audits, however, prompted GAO to emphasize this approach.

Given this reporting trend, report numbers provided below speak to an increasingly more efficient use of GAO resources. The chart shows that, although the number of reports by addressee—the Congress, committees, and Members—have fluctuated each period, the total reports issued increased considerably with each period. During the period 1971–1975, the number of reports issued increased by 665 (34 percent) over the initial period, while during the 1976–1980 period, the number of reports increased from the previous period by 1,325 (66 percent). During these 10 years, GAO's professional staff increased only by 20 percent.

GAO's reporting objectives cannot be separated from the needs of the Congress for information and advice as it carries out its legislative and oversight responsibilities. The overriding factor determining all of GAO's work is that it constructively contribute to greater efficiency and effectiveness in Government. The GAO reporting areas mentioned here have been linked to a few key issues of the time.

REPORT NUMBERS HAVE GROWN OVER 15 YEARS



1966–1970: Great Society and Vietnam War

During this period, Uncle Sam had to have deep pockets for his obligations in Vietnam and social programs promised for a "Great Society." Expenditures for Vietnam eventually totaled more than $150 billion. Social legislation enacted in the sixties more than doubled the price of these domestic programs between 1965 and 1970, costing $37.7 billion and $77.3 billion, respectively.

One major piece of social legislation, the Economic Opportunity Act of 1964, had a significant effect on the work GAO performed during the 1966–1970 period. Section 201 of the Economic Opportunity Amendments of 1967 directed the Comptroller General to investigate programs and activities authorized under the act to determine their efficiency of administration and the extent to which they achieved the objectives set forth in the act.

About 80 reports, including a summary report, were issued to the Congress, committees, or individual Members on the act's major programs, such as Community Action, Job Corps, Concentrated Employment, Neighborhood Youth Corps, and Work Experience and Training. This effort—consuming a great deal of GAO's resources in a compressed time period—was the forerunner of much of the program results work which GAO undertook during the next 10 years. It also demonstrated the need to expand in-house expertise in other than accounting disciplines.

As military activities in Vietnam escalated over this period, GAO responded by taking action to meet congressional interests and concerns. Thus, GAO established a suboffice in Saigon which, supplemented by temporary assignments of others, deployed at times as many as 30 GAO staff. In addition, GAO strengthened its reviews of the Defense Department's logistics, procurement, and other support activities related to the Vietnam effort. Over 50 reports were issued during this period, covering such diverse topics as construction activities, air support services, and alleged corruption and black market activities.

During this period, GAO's efforts to better serve the Congress were already well underway. The comprehensive audits conducted onsite led to the growth of regional and overseas offices and took GAO auditors not only to the front lines of the war on poverty but literally to the jungles of Southeast Asia.

1971–1975: Vietnam Phasedown, Watergate, Consumerism, and the Environment

During this period, Vietnam and Watergate occupied much of the national agenda. In addition, consumerism and environmental problems took their place alongside social programs as pressing domestic concerns. GAO's efforts to keep the Congress informed on these issues are discussed here.

With the Defense Department's reduction of related military activities in Vietnam, GAO undertook a series of reviews in 1971 of policies and procedures applied in the Vietnam phasedown. Other related reports dealt with civilian health and war-related casualty programs, assistance to war victims in Vietnam, and lessons learned in managing petroleum processing and distribution in Southeast Asia.

Although GAO avoided being thrust into the maelstrom of Watergate, two developments engaged GAO resources in reporting on Watergate-related activities. First, GAO's responsibilities in administering the Federal Election Campaign Act of 1971 resulted in its establishment of an Office of Federal Elections, which issued a great many reports concerning questionable practices of campaign financing; some of these became central issues in the Watergate investigations. Perhaps the most significant of all was the report of its initial audit of the Finance Committee to Reelect the President, released in August 1972. It included a number of apparent and possible violations of the act, among them that campaign contributions had been used to finance the Watergate break-in.

Second, as a result of publicity regarding Federal expenditures on President Nixon's two residences, GAO received letters from Members of Congress expressing a common concern about the magnitude of the total reported expenditures. GAO's 1974 report on the Key Biscayne and San Clemente residences later led to legislation granting GAO the authority to audit the Secret Service's expenditures for protecting the President's private residences.

In the early seventies, concern for human health, safety, and the environment emerged with the earlier advent of publications and movements such as Rachael Carson's *The Silent Spring* and Nader's Raiders. These concerns resulted in mobilizing environmental and consumer lobbies to conserve our natural resources and to ban unsafe and unhealthy products from the marketplace.

As the environmental effects of excessive pollutants released by municipalities, factories, and automobiles became more apparent, the Federal Government embarked on a massive effort to ensure that this pollution not degrade our standard of living or our economic productivity. Such legislation as the Clean Air Act, the National Environmental Policy Act, and the Federal Water Pollution Control Act Amendments of 1972 spawned many GAO audits. From 1971 to 1975, GAO reviewed, among other environmental issues, air pollution from automobiles, factories, and other sources; water pollution involving inadequate waste and sewage treatment from both municipalities and industries; and pesticide hazards resulting from the misuse, misapplication, and lack of consistent monitoring and enforcement activities.

From 1971 to 1975, Federal consumer protection activities represented a major part of disease prevention in this country, and preventive health care was the basic principle that directed Federal health strategy. A large part of these activities centered on protecting consumers from unsafe foods, drugs, medical devices, cosmetics, and consumer products.

Strong congressional interest developed regarding the effectiveness of Federal programs to protect people from such harm, and in response, GAO initiated reviews on several of these programs. These included examining sanitary conditions at food plants,

GAO efforts in the consumer protection area included assessing public hazards from unsafe medical and diagnostic products and reviewing the marketing of ineffective vaccines.

problems of salmonella in raw meat and poultry, and the food salvage industry's sale of unwholesome and misbranded foods; reviewing public hazards from unsatisfactory medical and diagnostic products, regulation of defective cardiac pacemakers, marketing of ineffective vaccines, and use of the drug isoniazid for controlling tuberculosis; and developing information which later resulted in reviews on cancer in coal tar hair dyes and increased Federal authority to ensure more safety in the cosmetic industry.

The accretion during this period of other disciplines to GAO's staff (which had consisted primarily of accountants and auditors) allowed the Office to perform credible program and management audits of relevant subjects. GAO recognized the need to address those issues which most responded to the public's—and thus their elected representatives'—concern for implementation of programs affecting their health and safety and for the effectiveness of the Nation's political process.

1976–1980: Energy, the Economy, and Government Intrusion

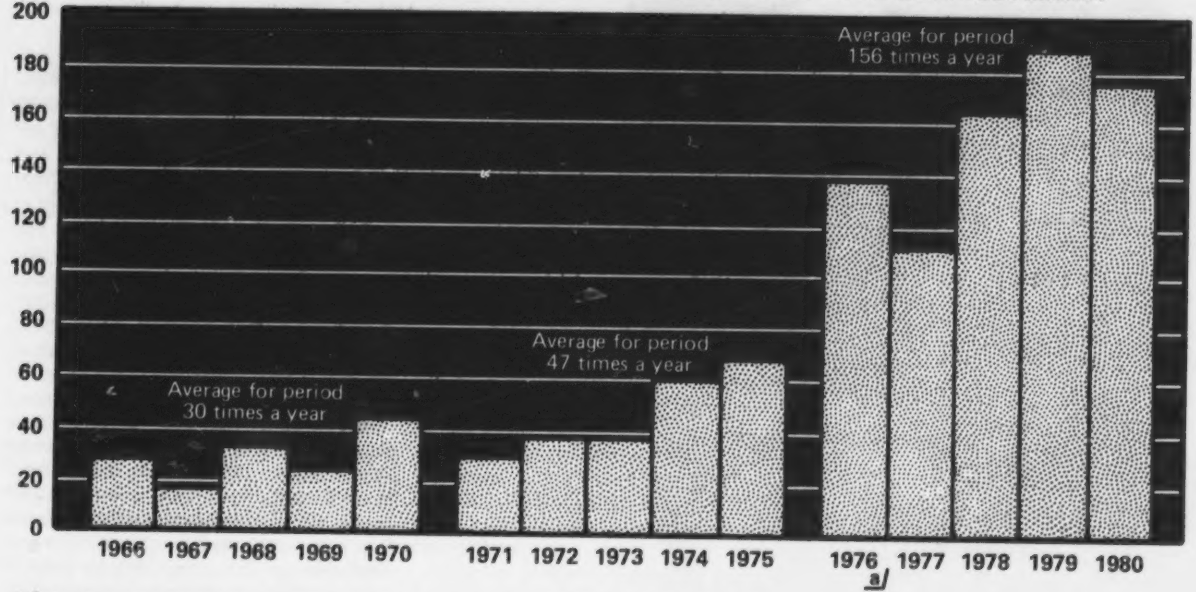
During the most recent 5-year period, the lack of well-defined energy and economic policies made major demands on GAO's resources in these areas. Also, a growing concern at this time with Government infringing on citizens' civil liberties provided a new dimension to GAO audits at the Internal Revenue Service and the Federal Bureau of Investigation.

During calendar years 1978 and 1979 alone, GAO's reports on energy included over 100 reports to the Congress, its committees, and Members. Energy assignments varied widely, from quick-turnaround studies of the energy and economic effects of the Iranian oil shortfall, deficiencies in training nuclear workers, and the merits of creating a massive synthetic fuels industry (each completed in less than a month) to thorough and comprehensive studies of electric energy options in the Northwest, the Three Mile Island accident, and liquefied energy gases safety; from traditional reviews of ongoing programs for enforcing price controls on crude oil resellers, commercializing solar energy, and maintaining and safeguarding the Strategic Petroleum Reserve to a policy-oriented assessment of the Tennessee Valley Authority.

The need for economic analysis grew dramatically in the decade of the 1970's as the Congress frequently looked to GAO to provide economic reviews of existing and proposed Federal programs. After the sixties decade of virtually sustained economic growth, the U.S. economy was plagued with severe unemployment problems, chronic inflation, low productivity, and substantial deficits in our trade balances. Anticipating the need to inform Congress on complex economic issues, GAO developed the capability to provide comprehensive economic analyses that discussed issues broader than the traditional economy and efficiency audits.

As a consequence of acquiring economic analysts during this period, GAO's reports on New York City's fiscal crisis were able to deal not only with the City's accounting and budgeting operations but also to examine the long-term fiscal viability of the City, involving studies of the City's economic base. GAO's new source of economic expertise also assisted the Comptroller General, as a member of the Chrysler Guarantee Board with the Federal Reserve Board Chairman and the Secretary of the Treasury, in determining the viability of Chrysler in the auto industry and assessing Chrysler's financial and operational plans before approving a Federal loan guarantee. GAO's increased analytic capability made possible for the first time studies on the effectiveness of the Council on Wage and Price Stability in fighting inflation; on the "income" aspects of tax administration, determining the economic effects on individuals and corporations as taxable income sources; and on the effects of Federal programs of indexing for inflation, examining 12 Federal programs whose expenditures escalate in direct proportion to inflation as a result of indexing or some similar mechanism.

GAO INCREASES ITS COMMUNICATIONS WITH CONGRESS THROUGH TESTIMONY



a/ During the transition quarter July 1-September 30, 1976, GAO testified 33 times.

Economic issues inspired reports on a variety of topics, such as the Nation's balance of payments and competiveness in international markets; Federal credit assistance and direct loan and loan guarantees, involving $450 billion in Federal outlays; and the underground, or cash, economy, amounting in 1976 to about $100–135 billion in unreported income. Inflation played an especially major role in the interaction between the Federal Government and State and local sectors. By 1979, when the trend toward Federal cutbacks prompted the Congress to reduce program funding, GAO responded with its report on the effect of eliminating the States from the General Revenue Sharing Program. During this period, GAO also provided the Congress with many reports on the antirecession program, including important recommendations which eventually led to the program's demise.

Congressional concern over alleged and potential abusive practices by the FBI and IRS required GAO's assistance in carrying out congressional oversight responsibilities in these areas. As an agency whose activities touched the lives of nearly every American family, the IRS had powers too awesome to go unmonitored. Likewise the FBI's domestic intelligence operations, heretofore shielded from congressional oversight, left many citizens vulnerable to unwarranted harassment.

Responding to congressional requests during this period, GAO issued several reports on IRS tax administration and a landmark report on FBI domestic intelligence operations. The IRS audits examined the Service's repetitive audits of taxpayers, alleged IRS harassment of civil rights advocates, means to simplify tax forms, and IRS' system for selecting individuals for audits. The FBI report, widely used by the Congress and in academic circles, helped convince the FBI and Justice Department to more properly focus domestic intelligence investigations and stop the use of abusive investigative techniques. In the case of both Federal agencies, GAO provided the Congress with an objective investigative source to produce information of a highly sensitive nature.

During this most recent period, GAO matured in its ability to take an active rather than reactive role in emerging national issues. Furthering the trend in analyzing program results, cost-benefit data, and alternative approaches to complex issues, GAO had as its goal to keep the legislators apprised of the flood of pressing issues which inundated each new session of Congress.

Frequency of Testimony Attests to GAO's Increased Capability to Serve the Congress

One of the most direct methods available to GAO for effectively assisting the Congress in its oversight and legislative responsibilities consists of appearances before congressional committees. There GAO presents its views on legislative proposals and furnishes information concerning the results of its reviews.

As shown on the chart, GAO was asked to testify an average of 30 times a year during the 1966–1970 period; this increased to an average of 47 times a year

Fiscal year	*Subject of testimony*
1966	Traffic control operations of the Federal Aviation Agency
1967	Multifamily housing programs conducted by the Federal Housing Administration
1968	Current problems and developments in automatic data processing in the Federal Government
1969	Lockheed C–5 cargo plane cost
1970	Proposal to establish a wholly owned Government corporation to operate the Postal Service
1971	GAO's audit work at the Smithsonian Institution
1972	Protecting consumers against unreasonable risk of injury from hazardous products
1973	Presidential impoundments of appropriated funds and a bill to curb such impoundments
1974	Fire safety in federally funded nursing facilities
1975	Cultivation, use, and control of opium
1976	GAO's role in reviewing the Navy's selection of the F–18 as its air combat fighter
1977	Federal financial institution regulators: Comptroller of the Currency, the Federal Reserve System, and the Federal Deposit Insurance Corporation
1978	Internal Revenue Service efforts to detect slush funds in large corporations
1979	Emergency preparedness around nuclear facilities
1980	Administration of foreign agent registration

during the 1971–1975 period, followed by a dramatic increase to an average of 156 a year during the last 5-year period from 1976 to 1980. Such an increase attests to GAO's increasing capability to serve the Congress on critical issues, investigations, and pending legislation.

A sample of subjects discussed during congressional testimony given between 1966 and 1980 is presented above. Taken as a whole, this list underscores the breadth of GAO's reporting scope.

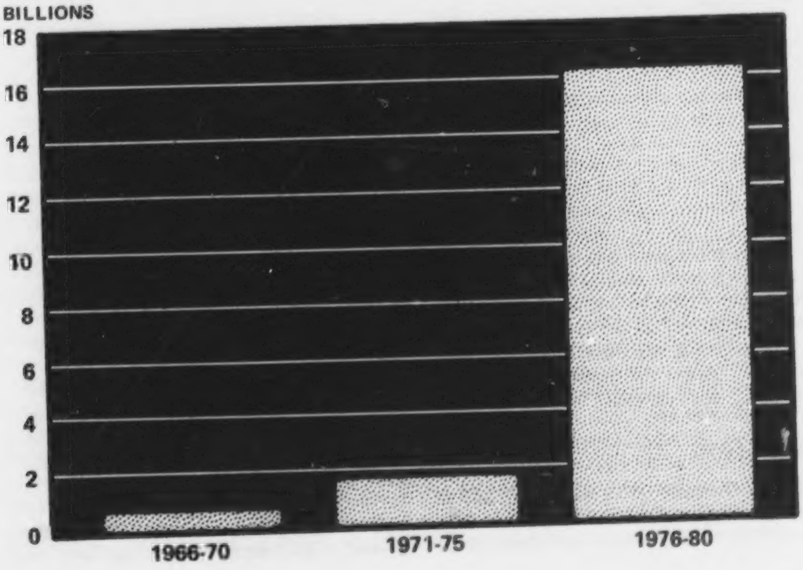
Financial Benefits Have Increased Dramatically

The full financial effects of GAO's activities on Government operations, programs, and activities are not entirely tangible. Many actions taken on GAO's findings and recommendations cannot be adequately measured in dollar terms. Where feasible, however, GAO does estimate the financial savings attributable to its work. Historically, these measurable savings have substantially exceeded the Office's operating costs.

As illustrated in the chart, during the period 1966–1970 these savings were approximately $1 billion. This amount doubled during the 1971–1975 period, and during the most recent period (1976–1980) it reached a total of $16.4 billion.

GAO's authorizing legislation allows the Office to examine any program or activity which is financed, if only partially, by Federal dollars. The scope of GAO's work, then, is as broad as the Federal Government itself.

FINANCIAL BENEFITS HAVE INCREASED SUBSTANTIALLY



Following is a table, which, in its random selection of a savings for each year between 1966 and 1980, demonstrates the diversity of subjects which occupy GAO's calendar.

Fiscal year	*Savings*	*Agency*	*Amount*
1966	Additional interest earnings accrued by making payments under the medicare program on a reimbursement rather than on an advance payment basis.	Health, Education, & Welfare	$ 9,500,000
1967	Savings in operating costs and reduction in replacement costs resulted from Coast Guard's reduction of its stated requirements for high-endurance vessels.	U.S. Coast Guard	32,400,000
1968	Savings resulted from reduction in personnel and equipment by consolidating photographic operations at the John F. Kennedy Space Center and the Air Force Eastern Test Range.	National Aeronautics and Space Administration	3,000,000
1969	Inventories were reduced because of revised procedures to eliminate duplication between Navy and GSA inventories held for Navy use and because of reduced investment, management, and warehousing costs.	Navy	6,973,000
1970	Purchase of title insurance on acquired home properties sales was discontinued.	Housing and Urban Development	1,700,000
1971	The interest factor was recognized in construction funds granted for the Yellowtail Unit of the Missouri River Basin Project, resulting in a better interest return to the Government for the cost of financing the project.	Interior	918,000
1972	Price-support payments were eliminated to owners or operators of farms declared ineligible for participation in the wheat and feed grain programs.	Agriculture	3,000,000
1973	Interest costs (from Government borrowings) were reduced in the amount of cash on hand in Europe and the Far East.	Defense	2,993,000
1974	Assessed highway use taxes from delinquent returns were increased due to a nationwide Internal Revenue Service collection program.	Treasury	40,700,000
1975	The Pilot Cities program designed to develop new and advanced concepts of law enforcement with national application did not meet this objective and was discontinued.	Justice	9,132,000
1976	Excess scientific equipment items in some EPA laboratories were made available for use by other EPA laboratories.	Environmental Protection Agency	1,762,000
1977	The extra 1-percent in cost-of-living adjustments in Federal retirement annuities was eliminated.	Government-wide	228,000,000
1978	Revenues received for providing consular services to both U.S. citizens and foreign nationals increased.	State	15,000,000
1979	Contract for unneeded mass storage system was canceled.	Social Security Administration	10,900,000
1980	Five AMTRAK routes were eliminated on the basis of route criteria and standards.	National Railroad Passenger Corporation	59,000,000

Legislative Recommendations—A Mandated Service Providing Positive Results

The legislation which gave birth 59 years ago to the General Accounting Office as an independent agency in the legislative branch called for action which is pivotal to much of GAO's work today. The Budget and Accounting Act of 1921 required the Comptroller General to make recommendations to the Congress "looking to greater economy and efficiency in public expenditures." Although many of GAO's recommendations are directed at agency heads, a significant number call for legislative changes or clarification of legislative intent and are addressed to the Congress.

Each year the Annual Report records those recommendations the Congress acts on during the current fiscal year, those proposed that fiscal year, and those left "open" from prior years. From 1966 to 1980, the Congress enacted legislation in response to over 150 of the 500-plus recommendations made during that period. Considering the numerous factors the Congress must take into account before making legislative changes, its action on GAO's recommendations appears to constitute a high rate of acceptance.

The following narrative highlights several GAO-supported legislative changes for three 5-year periods.

1966–1970

During the late 1950's and early 1960's, Federal policymakers were concerned over the uncontrolled growth of automatic data processing equipment in the Federal Government. Two comprehensive GAO reports on this subject included numerous suggestions to improve agency automatic data processing programs and Government-wide management of this new technology. Included was a recommendation to fully coordinate the procurement and use of automatic data processing equipment among agencies. As a result, the Congress enacted Public Law 89–306 providing for centralized management of automatic data processing equipment.

Public Law 91–53 responded to our 1967 report concerning the availability of funds for financing employment security activities. Enacted in 1969, the law contains a provision, as our report recommended, for authorizing the collection of Federal unemployment taxes on a quarterly rather than annual basis.

In our reviews to see that the execution of Federal programs is consistent with congressional intent, GAO recommendations do not always further economic benefits to the Government. For example, in 1969, GAO recommended amending legislation in which an ill-conceived formula had servicemen contributing about $15 million during fiscal year 1968 for the cost of death claims traceable to the Vietnam conflict. Because the law (38 U.S.C. 701) authorizing the servicemen's group life insurance program provided that program participants bear the cost of normal mortality claims while the Government bear the cost of mortalities traceable to the extra hazards of war, GAO recommended amendatory legislation, which became Public Law 91–291 in 1970, assuring that, according to the formula, the Government would bear all those costs originally intended under the program's authorizing legislation.

1971–1975

Because of its close working relationship with committee staff, GAO can often stimulate discussion for congressional legislative change before formally issuing its reports. In February 1972, for example, the Senate Committee on Finance received a GAO draft report on sizable amounts due Government by institutions that terminated their participation in the Medicaid program. In the report GAO recommended that the Congress amend the Medicaid law to allow the Department of Health, Education, and Welfare to withhold—subject to appropriate advance notice to a State—Federal participation in State Medicaid payments to institutions. GAO's final report was issued in August 1972, and by October 1972, the Social Security Amendments gave the Secretary the authority GAO had recommended.

While GAO sometimes recommends termination of programs and funds, it has also been influential in establishing new organizations. Notably, GAO's May 1974 review of the Commodity Exchange Authority recommended that, because of the unprecedented growth of commodity futures trading, the need to instill full public confidence, and the need to remove any appearance of conflict of interest, the Congress establish an independent regulatory commission to regulate futures trading and commodity exchange activities. Later, GAO's influence was also strongly felt in the establishment of the International Communications Agency under a presidential reorganization plan. Recommendations in a GAO report on the Government's public diplomacy activities were closely followed in the way the new agency was organized.

1976–1980

Consistent with GAO's policy of concentrating on areas of national interest, legislative recommendations made during this period include matters dealing with energy, carcinogens, and the Nation's complex welfare payment system. GAO also got involved in how the Federal Government could better manage itself through recommendations dealing with such topics as civil service reform, fraud and mismanagement in Government programs, and regulatory reform.

The Energy Conservation and Production Act (Public Law 94–385), effective August 1976, incorporated the energy conservation alternatives GAO reported on in its June 1975 report. They included (1) assisting low-income persons to improve the energy efficiency of their homes through such actions as adding insulation and storm windows, (2) establishing mandatory energy conservation standards for new buildings, including residences, and (3) authorizing a demonstration program to show financial incentives for conservation.

The Toxic Substance Control Act, enacted in October 1976, reflects GAO's efforts in the area of controlling the marketing of potential carcinogens. In June 1976, GAO reported that up to 90 percent of human cancer, according to some scientists, is environmentally caused and controllable. GAO concluded that, to protect the public, the Federal Government needs to take action before a chemical gets into commercial use and the environment. In concert with GAO's recommendation, the 1976 act provided for manufacturers' premarket testing of a chemical substance that might be harmful to health or the environment.

In an August 1977 report, GAO recommended legislation to deal with the erroneous welfare payments costing the Government hundreds of millions of dollars a year. Although error rates in the State Aid to Families With Dependent Children program had declined since 1973, nearly $500 million a year in Federal funds was misspent; moreover, the Department of Health, Education, and Welfare lacked the means to withhold funds from States which did not comply with specified error rate tolerance. As recommended, Congress subsequently amended the Social Security Act to establish a system of fiscal incentives for States to lower their welfare payment error rates.

GAO has also dealt with ways the Federal Government could manage itself better. The Office was among those supporting proposals to reform the Federal Government's civil service system. GAO also highlighted the importance of strengthening internal control systems so that fraudulent or wasteful practices could be not only detected but prevented. Finally, because Government regulations affect not only Federal programs but consumers and industry as well, GAO has recommended regulatory improvements in areas such as the airline and insurance industries, health care facilities, and paperwork management.

Currently the Congress is, as are the American people, alarmed about the implications of accelerating inflation. This new sense of urgency makes the business of GAO—to eliminate Government waste and reduce Federal expenditures—all the more timely and responsive. It is therefore appropriate to conclude this discussion of legislative recommendations by citing 15 recommendations still awaiting congressional action, which promise significant savings if implemented.

- Legislation should be enacted to modify pay-setting procedures for Federal white- and blue-collar employees by seeking a higher degree of comparability with non-Federal employees.

- The Davis-Bacon Act, unnecessary and impossible to administer fairly, should be repealed to achieve large construction cost savings.
- The section of the Social Security Act authorizing Medicaid should be amended to authorize competitive procurement of Medicaid supplies and laboratory services.
- Legislation should be enacted to establish a Federal policy to direct interagency sharing of Federal medical resources; this would reduce costs and improve effectiveness.
- The law applicable to veterans benefits should be modified to limit benefits to those who complete their enlistments or who are separated with a service-connected disability.
- The Social Security Act should be amended to change the calculation of certain social security benefits.
- Legislation should be enacted to consolidate and rationalize Federal food assistance programs.
- Legislation should be enacted to make certain cost-of-living adjustments for certain Federal retirees more equitable and consistent with those of non-Federal and other Federal pension programs.
- Legislation should be amended to grant the Administrator of the Environmental Protection Agency certain discretionary authorities regarding wastewater treatment processes.
- Legislation should require the Secretary of Defense to devise a plan for overcoming problems in foreign military sales pricing.
- Legislation should be amended to allow the Department of Energy to price charges for uranium enrichment services at a higher value.
- To reduce debt losses, the IRS should be authorized the funds necessary for additional staff to implement the tax refund offset program in which tax refunds are withheld from filers owing Federal taxes.
- The Social Security Act should be amended to establish systems performance standards for the Medicaid Management Information System.
- Legislation should be enacted to create a self-sustaining national trust fund supported by assessing fees on the disposal of hazardous wastes.

Internal Management Evolves To Support GAO's Capacity To Serve the Congress

In a decade and a half, GAO evolved from an organization principally responsible for auditing financial operations and management to one charged with evaluating highly complex and changing program areas extending across agency lines and even the boundaries of Government. In adapting to its evolving role as congressional watchdog, GAO refashioned its personnel composition and management, key staff offices, planning systems, and ancillary audit activities to accommodate the organization's changing emphasis.

Diversifying Personnel Enriches GAO's Institutional Knowledge

GAO's paramount concern with satisfying the Congress' information needs—generated by technological and social complexities—manifested itself in the staff's growing diversity of disciplines over the last 15 years. In 1966, the organization consisted primarily of accountants, auditors, and attorneys. But, by 1976, it included actuaries, statisticians, mathematicians, engineers, computer and information specialists, economists, and people with backgrounds in business and public administration. Also, to allow for the most efficient use of this staff and to meet the less frequent requirements for certain expertise, GAO began using consultants for the first time during the 15-year period. This diversity has enabled GAO to make more comprehensive and penetrating reviews to assist the Congress in its deliberations.

The complexity of the agency's management operations paralleled the growth of its audit potential. Administrative services had to respond to a broader scope of operational demands. The last 15 years therefore produced not only a more knowledgeable audit staff but also a more widely skilled internal management work force.

From 1966 to 1980, the increased hiring of nonaudit staff allowed for the growth of various intra-agency capabilities enabling GAO to better do its work. To better store, access, and communicate information, for example, the agency relied on several internal organizations. Likewise, to develop and manage its human resources, GAO upgraded its personnel operations and worked with the Congress to establish its own personnel system.

Personnel Composition Changes

The new information environment created by information technology portends by 1985 a fourfold to sevenfold increase in volume of information flow.[1] GAO's efforts over the past decade to collect, store, and make available this information included hiring many graduate-degreed librarians, technical information specialists, computer systems analysts, and records management analysts. These people comprise an office of information systems and services, including two libraries and a sophisticated data base.

In 1973, GAO established the technical (non-law) library to service the entire organization, concentrating heavily on subjects in division issue areas. It contains approximately 25,000 volumes and 1,000 periodical titles. The law library was also physically and substantively upgraded to meet the growing legal and legislative research needs of GAO, other Federal agencies, and the general public. A data base system allows computer specialists to conduct searches on GAO documents and information specialists to produce a monthly documents journal and other special bibliographies.

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[1] From a 1976 report to the President of the United States entitled "National Information Policy," prepared by the Domestic Council Committee on the Right to Privacy, chaired by Nelson A. Rockefeller.

Generating information of its own, GAO's report processing and production system is an intrinsic agency function. A cadre of agency writer-editors works directly with operating divisions and field offices in editing report drafts and processing them through final publication and distribution. Graphics artists have served the agency's publication design needs since 1967, while printers, with the acquisition of advanced machinery in the late 1960's, have rolled thousands of audit reports off their presses. The public information officer, whose office was established in 1966, helps ensure that GAO's work receives wide dissemination. In that capacity, office staff sustain contact with the media and with appropriate congressional staff members serving as liaisons with their respective constituencies and media representatives.

As a result of another development of this era, all GAO organizations are now afforded the services of GAO specialists whose work is commonly called organization development (OD). Applying behavioral science methods to analyze problems endemic to organizations, GAO OD specialists have worked since 1973 with large groups, such as regional offices of over 200 employees, and small groups of as few as 20 employees comprising an office unit, ultimately to improve productivity and the quality of worklife. OD efforts are intended to promote better interpersonal relations within the organization, enable open dialogue, reduce hierarchical barriers, encourage participative management, and resolve problems and controversies through joint meetings and discussions.

Report writing and production are intrinsic GAO functions.

In hiring its multidisciplinary staff over the last decade, GAO has given high priority to meeting federally mandated fair employment goals. It formalized its efforts in 1975 by establishing an equal employment opportunity office (EEO) which reported directly to the Comptroller General. In the early 1970's, much of the EEO leadership and direction was connected with the Office of General Counsel. At that time, GAO began recruiting women and minorities. By 1973, in large part because specific recruitment goals were for the first time integrated into EEO's basic working document—the affirmative action plan—these groups made up almost 10 percent of the professional work force. In addition to increased college recruiting that year, GAO initiated an internal Upward Mobility Program to move selected employees from dead-ended clerical jobs to professional ones, such as management analyst, computer programmer, and writer-editor. By 1980, women and minorities comprised 27.8 percent of GAO's professional staff.

GAO has on its EEO staff full-time managers serving in the Federal Women's Program, the Hispanic Employment Program, and the Handicapped Employment Program. These managers assure a continuing emphasis on employing and advancing underrepresented groups in GAO.

GAO also recognized the need for a variety of special interest advisory councils and committees to represent all its employees. These groups have been very active in providing management with views on all areas affecting equal opportunity, from the hiring process to promotion practices and policies.

Personnel Management Changes

Along with the evolution of GAO's agency personnel into an interdisciplinary staff over the past 15 years, significant personnel programs have been conceived and implemented during the 1970's. Some of these programs were inspired by management's concern that personnel programs respond to those features which set GAO apart from other Federal agencies. Others were prompted by internal dissatisfaction and congressional criticism. Most programs were preceded by research efforts to assure that a program's features would closely correlate with GAO's particular needs.

Among the most significant and far-reaching personnel changes was the establishment of GAO's own personnel system separate from the Federal civil service system but guided by the same merit principles. This landmark legislation enacted in April 1980 reflected an abiding GAO concern over the potential for conflict-of-interest between the Office of Personnel Management (OPM), as administrator of Federal personnel business, and GAO, as overseer of the personnel administration performed by OPM. The separate personnel systems not only preserved GAO's position of objective evaluator of Federal programs but also gave GAO the opportunity to design a more flexible, viable personnel program uniquely responsive to the needs of the Office.

Concurrent with these efforts, GAO developed a new classification standard for its audit positions. OPM classification standards did not fully apply to the scope of work of GAO in its mission to report to the Congress. As a result, efforts to develop a single agency standard culminated in 1980 in the OPM-authorized GAO evaluator series. This standard better serves GAO's need to recruit the staff qualified to meet congressional reporting demands.

In further recognition of the need to customize personnel practices to GAO's unique work, the Office began developing a new performance appraisal system in 1977 that is on the leading edge of appraisal technology. The Behaviorally Anchored Rating Scales attempts to diminish the subjectivity of ratings by concentrating on observable performance compared with prescribed standards. Although not yet a complete system, it launched GAO's effort in administering an effective system for measuring the results of the Office's work and the performance of its employees.

Further Development of Two Key Offices

In recognition of GAO's growing special relationship to the Congress during this period, GAO developed its congressional liaison office into one of its principal Office-wide coordinating staffs. Also, the Office of General Counsel expanded its services in recent years to GAO's audit divisions, assisting them in providing the Congress with more legally sophisticated analyses of agency programs, activities, and related legislation.

Congressional Liaison Strengthened

Since the early 1940's, GAO had a special focal point for congressional contacts; originally the focal point was a special assistant to the Comptroller General. In 1955, the Office of Legislative Liaison was created as a part of the Office of the Comptroller General to bring about and maintain a closer working relationship between the Congress and GAO. Between 1958 and 1969, the Office of Legislative Liaison was part of the Office of the General Counsel, but in 1969 it was transferred back to the Office of the Comptroller General, where it remains today.

For many years the staff consisted of three legislative attorneys. In recognition of a growing reliance on GAO by the Congress and the resulting multiplicity of working relationships, the staff of the Office in the early 1970's increased to four and subsequently five legislative advisers. The first director of the Office of Congressional Relations (OCR) was appointed in 1973.

As the volume of direct assistance grew, OCR became more involved with GAO's audit work and less with strictly legal matters. It also assumed a primary role in monitoring and dealing with proposed and existing legislative mandates, concentrating on preserving an appropriate balance between GAO's basic legislative responsibilities and its role of providing direct assistance to the Congress, and securing GAO's institutional legislative objectives, such as the General Accounting Office Acts of 1974 and 1980 and the GAO Personnel legislation of 1980.

In addition, OCR became active in representing GAO before seminars, student groups, business associations, and similar organizations, where it discussed GAO's role and mission. OCR also developed close working relationships with the Office of Program Planning to assure that the priorities in GAO's work programs matched congressional needs and with the Information Office to assure proper coordination between congressional interests and press interests.

Office of General Counsel

The Office of General Counsel (OGC) underwent several substantial changes in recent years, most of which were designed to increase the effectiveness of service to its customers. Its role shifted from the nearly exclusive function of writing decisions to one of integrating the legal discipline with the audit divisions' production of GAO's reports on Government programs and activities. OGC's legal work now extends far beyond the proper accounting for appropriated funds, its earlier primary focus.

GAO's expertise in bid protests gained wide acceptance, and OGC's range of interests, particularly in light of the auditors' demands for legal assistance, now embraces such matters as the nature and scope of agencies' regulatory authority and examining their implementation of statutory responsibilities for Federal programs. Legal assistance to audit divisions improved when OGC established the Special Studies and Analysis Section in 1973.

The Special Studies section conducts detailed studies and analyses of broad-based policy questions of a legal nature and furnishes a more flexible and ready means to address legal questions arising during the course of audit work. This section also performs general advisory functions. Two key examples were its substantial involvement in (1) the enactment of the General Accounting Office Acts of 1974 and 1980 and (2) the evaluation of whether the Chrysler Corporation had met the statutory requirements to become eligible for financial assistance from the Government.

Reflective of OGC's more pronounced role as a general advisor to the Office as a whole, and incident to its greater involvement with the performance of audit work, OGC became increasingly involved with the formulation and development of internal and external Office policies. In carrying out this function, OGC's advice and counsel extended beyond simply commenting on matters of legal concern. Two examples of this are (1) development of a centralized referral system for criminal law violations and (2) formulating GAO's policy with respect to the Privacy Act of 1974.

Planning Systems Improve GAO's Efficiency

The recent history of GAO's efforts to serve the Congress more effectively entails an examination of the Office's approach to strategic and assignment planning. In effect, GAO's development of large- and small-scale planning processes was largely influenced by the Office's greater sensitivity to anticipating broad national issues and the Congress' need for the timely reporting of these issues.

Strategic Planning Develops To Accommodate Crosscutting Federal Issues

The trends in GAO's agencywide planning process parallel the Office's shift in audit emphasis from reviewing the economy and efficiency of individual agency activities to reviewing Federal programs and administrative functions that cut across agency lines. As the Office centralized its planning function, it gradually developed the current systematic process for planning assignments, assigning resources, and evaluating results.

Prior to 1967, the scope of GAO's work was narrower, and there was no Office-wide planning strategy to direct its reviews of Federal programs. GAO staff located at agency sites throughout Washington, with suggestions from regional staff located throughout the country and the overseas branches, planned work which they believed would provide effective coverage of the agencies for which they had audit responsibility. As the scope of work expanded, it was clear that the Office needed to pay more attention to whether planned audit work at one agency either overlapped, duplicated, or even thwarted audit programs at other agencies. Individual audits, formerly viewed as being largely complete in themselves, had to be coordinated to accomplish the broader audit objectives of improving the operations of a program, an agency, or the Government itself. Audit assignments had to be planned in recognition of a broader context.

Aware of these shortcomings, GAO centralized its planning functions. In 1967, it established a planning staff responsible for promoting longer range planning and for reviewing work plans prepared by the operating divisions. It also created a Program Planning Committee of top officials having Office-wide management responsibilities and chaired by the Comptroller General. The committee oversaw the operating divisions' planning, encouraging divisions to select assignments which had the best potential for addressing current issues facing the Congress.

In 1972, organizational changes establishing operating divisions' audit coverage for Federal programs and functions furthered the evolution of GAO's planning process. The creation of "issue areas" (procurement, Federal personnel, health, and housing) allowed GAO to plan its assignments around areas of current national importance to which GAO could make a significant contribution, frequently through the work of more than one operating division.

Today issue area planning has proven to be an effective way to organize GAO's audit work and anticipate congressional concerns. By classifying national problems into issue areas and subdividing these areas, GAO can better focus available resources to provide the Congress with information on programs most urgently needing attention.

Assignment Management and Planning

Two competing reporting goals underlie the 15-year evolution of GAO's principal management approaches for executing individual assignments: accuracy and timeliness. The struggle to reconcile one with the other produced a dialectic of management philosophies which led the Office to merge the concept of a hierarchical report review process with that of a collapsed structure involving small teams. The synthesis resulted in a flexible approach which tailors the management structure to meet the needs of each assignment.

As early as 1972, the idea of project manager was introduced as an alternative to the traditional hierarchical management route. Intended for certain assignments only, project management was designed to, among other things, bypass some of the normal levels of review and expedite completion of work.

By 1975, a GAO task force study on project management found that only 1 percent of the active jobs had been performed using the new approach. The study concluded that a perceived shortage of qualified project managers, the availability of those qualified managers, a resistance to change, and the protection afforded by a layered chain of command all contributed to the limited success of the project management approach. The concern for accuracy and reliability clearly outweighed the timeliness issue. The task force called the criteria for designating a job as appropriate for project management too restrictive and recommended modifications.

But project management was not widely adopted and the timeliness problem persisted. In mid-1977, after discussions with the House Select Committee on Congressional Operations, which was assessing GAO's services to the Congress, the Task Force on Improving GAO Effectiveness was established. In late 1977, the Comptroller General-appointed group announced its results. The task force concluded that "multiple and repetitive reviews of GAO work [are] a major barrier to timely reporting."

By the time the Select Committee's report was issued in June 1978, GAO had begun to address its major recommendation that "GAO should make every effort to reduce substantially the time required to complete the preparation and review of reports. . . ."

GAO actively participates in the larger audit community. Pictured is the thirtieth anniversary meeting of the Joint Financial Management Improvement Program principals and liaisons, 1978. Seated, from left: OMB Director McIntyre, Civil Service Commissioner Campbell, Deputy Treasury Secretary Carswell, and Comptroller General Staats. Standing, from left: Biglin (CSC), Murphy (Treasury), Scantlebury (GAO), Uyeda (JFMIP), and Lordan (OMB).

In early 1978, GAO implemented the teams concept, a way of organizing work designed to minimize layers of report review and enable team members to concentrate more directly on a single assignment. Although based on management principles which had been applied elsewhere to improve timeliness and cut costs, the teams approach, as implemented for performing most of GAO's audit and evaluation work, proved too rigid to accommodate the variety and complexity of these assignments. By 1980, then, the project manager approach was reinstated as a means for doing some GAO work while using other management structures for organizing most individual assignments.

Concurrent with evolving management styles, GAO developed an individual assignment planning approach which redirected management's attention from time-consuming and costly final reviews to better initial planning. Called the Project Planning and Management Approach (PPMA), its objectives were based on the premise that our operations could be more efficiently managed through ongoing planning than extensive reviewing. The approach was designed to enhance organizational consistency in job planning and management, give a results-oriented approach to planning, and provide a systematic process for balancing time and resource constraints with an assignment's scope. As with the issue area concept for strategic planning, PPMA allowed managers to anticipate GAO's ability to respond to the scope and deadlines for meeting congressional information needs.

Outreach Programs Ultimately Further Broad Congressional Objectives

Whether required by law or participating voluntarily, GAO has assumed a leadership role in the larger audit community over the last 15 years. Its outreach activities include approving Federal accounting systems, participation in a joint-agency program for improving financial management, intergovernmental audit forums, and international programs.

Approving Federal Agencies' Accounting Standards and Systems

Recent findings of fraud, abuse, and waste in Government evidence GAO's efforts to promote sound accounting systems for executive agencies. Although in 1950 the Budget and Accounting Procedures Act authorized the Comptroller General to see that agencies' accounting systems conformed to GAO-prescribed principles, standards, and requirements, executive agency response to the congressional mandate was nearly nonexistent for the first 16 years of the act. During that period, only 27, or 12 percent, of all executive agency accounting system designs were submitted to and approved by GAO.

Starting in 1966, however, GAO initiated more aggressive efforts to accelerate the approval process and to better monitor agency compliance with the act's provisions. Over the past 15 years, continued efforts included numerous meetings at which the Comptroller General encouraged agency heads to get their systems approved. By 1980, GAO had approved 98 percent of the agencies' statements of accounting principles and standards and 193, or 64 percent, of all executive agency accounting system designs, with another 15 targeted for approval within the next fiscal year.

Joint Financial Management Improvement Program

Another multiagency effort authorized by law involves GAO's participation in the Joint Financial Management Improvement Program (JFMIP). Mandated by the 1950 Budget and Accounting Procedures Act, JFMIP is a joint undertaking of the Office of Management and Budget, the General Accounting Office, the Treasury Department, and the Office of Personnel Management, working with each other and with each of the operating agencies. The program's overall objective is to improve and coordinate financial management policies and practices throughout the Government. In the last 15 years, GAO's major contributions to the program included extensive support in productivity studies and in a study of duplicative audit efforts among Federal, State, and local governments.

With a strong GAO commitment, JFMIP initiated the Federal productivity measurement activities now located in the Office of Personnel Management. From 1974 to 1976, the staff's work involved analyzing the reasons for productivity changes, assisting State and local governments in developing productivity improvement programs, researching with the then Civil Service Commission the factors affecting productivity, and providing technical assistance to Federal departments and agencies.

With significant GAO involvement in another project, JFMIP produced a study recommending the "single audit approach" for federally assisted programs. Under this approach, Federal, State, and local governments seek to avoid duplicative or overlapping audit efforts by providing for one financial and compliance audit of an organization's total funds rather than for a separate audit of each grant program within an organization. In conducting this study, JFMIP convened all levels of government to resolve problems related to federally assisted programs.

Intergovernmental Audit Forums and Audit Standards

GAO helps the Congress oversee federally assisted programs by promoting and strengthening the audit process at State and local government levels. It provides direct and indirect assistance on auditing techniques to State and local audit organizations and professional and public interest groups interested in intergovernmental auditing.

This interest in auditing was generated in the mid-1960's by the Federal "grant-in-aid" explosion and its administrative nightmare. During the late 1960's and throughout the 1970's, auditing of federally assisted programs gained widespread attention never before attained. In this climate of fiscal accountability, GAO helped establish national and regional audit councils and published standards for auditing Federal activities.

GAO's involvement in the audit forum movement started in 1972 when the Comptroller General met with a group of State auditors to improve audit cooperation at all levels of government. As a result of efforts over the following 2 years, 1 national and 10 regional intergovernmental audit forums were organized. In addition to sustained administrative and professional staff support to the forums, GAO participates in forum projects that help resolve governmental auditing problems and improve communication among auditors.

Intergovernmental audit forums have also promoted the acceptance and implementation of GAO's *Standards for Audit of Governmental Organizations, Programs, Activities & Functions*. Issued in 1972 and since updated with supplements and case studies, these GAO standards guide Federal, State, and local government audit agencies in measuring their own work and that of audited organizations.

Interaction with Foreign Audit Offices and Visitors

Recognizing its preeminence in the field of international auditing, GAO had made an effort to share its knowledge and experience with other nations, particularly the developing countries. The most visible effort is the Comptroller General's International Auditor Fellowship Program, established in 1979, through which a small number of auditors from developing countries are selected annually to spend 3 to 6 months in an academic and on-the-job-experience program. Although GAO cannot pay travel and subsistence for the Fellows, it provides the training itself free of charge and assists many participants in obtaining financial aid from the U.S. Agency for International Development and the United Nations Development Program.

Much of GAO's interaction in the international arena (exclusive of its international issue area audit work) is with other member countries of the International Organization of Supreme Audit Institutions (INTOSAI). The Comptroller General is a member of the governing board of this 144-member-nation organization, and GAO further assists by publishing its quarterly *International Journal of Government Auditing*.

Largely through INTOSAI exposure, foreign visitors to GAO—many from other nations' audit offices—numbered in the hundreds in recent years. Much information sharing is also done through the mails, as other countries request GAO publications or seek information on a specific topic, such as developing an auditor training program.

It is difficult to succinctly summarize 15 years of history and perhaps more difficult to end such a summary in a way that does not appear self-serving. Former Senate Majority Leader Robert C. Byrd provided an appropriate reflection on GAO's work in a September 30, 1980, speech on the Senate floor. He said

> *When we consider the magnitude of the federal government and its annual budget today, we realize how difficult a task we would face in demanding [. . .] accountability if it were not for the assistance and vigilance of the United States General Accounting Office. It is our largest and, in many respects, perhaps our most important congressional support agency. . . .*
>
> *Since its creation, the General Accounting Office has evolved most admirably to provide Congress with the kind of professionalism, non-partisanship, and objectivity in its reports and recommendations that we need to perform our appropriation and oversight responsibilities. The GAO has become an integral part of the legislative process, and a support agency which makes possible a vigorous and independent Congress.*

GAO communicates much of its information to the Congress through testimony. Pictured at the center microphone is Comptroller General Staats at a congressional hearing in October 1979 on U.S.-Japan trade. He is flanked by GAO staff from the International Division.

Highlights of Activities

This chapter summarizes the work of the General Accounting Office during fiscal year 1980, its 59th year of operation. GAO was established by the Budget and Accounting Act, 1921, to strengthen congressional control over the public purse. The Congress recognized that our form of government, with its separation of powers, needed an organization that could provide unbiased information about executive branch activities. Thus, GAO, headed by the Comptroller General of the United States, was established as an independent, nonpartisan agency in the legislative branch of the Federal Government.

Although GAO's responsibilities have been defined more specifically and expanded greatly over the years, its major functions still are to

- assist the Congress in its legislative and oversight responsibilities;
- audit and evaluate programs, activities, and financial operations of Federal departments and agencies; and
- carry out financial control and related functions with respect to most Federal Government programs and operations including legal services, accounting, and claims settlement work.

During our 59th year, one of the most pressing problems facing the country was the economy and the implications of accelerating inflation on our national well-being. The Congress is being asked increasingly to make difficult decisions on the national budget, taxes, and many other issues of great concern to American taxpayers. "Cut the budget" is the rallying cry heard frequently these days as one of the ways to help bring inflation under control. Once again the work of GAO proved to be an important resource for the Congress in carrying out its responsibilities.

Eliminating waste and inefficiency and thereby reducing Federal expenditures has been the primary mission of GAO from its beginning. Our objective is to recommend ways of making both proposed and ongoing Federal programs work better, to assist in the process of program choice, and to make the results of our studies known before decisions are reached. More than ever we attempted this year to concentrate on identifying significant budget reductions that the Congress and the President could act on during budget considerations. During the year, the Comptroller General emphasized the need for us to "focus on areas that have large potential payoffs in terms of budget reductions so that we provide effective assistance to the Congress." The Comptroller General also provided guidelines to help ensure that jobs with a potential budgetary effect get priority attention and staffing.

Assistance to the Congress

All of our work is undertaken pursuant to the requirements of our basic statutes, to specific legislative mandates, or to specific requests by committees or Members of Congress. Work in the latter two categories accounted for about 38 percent of the total effort of our professional staff during fiscal year 1980 and included

- doing specific one-time studies directed by law,
- answering committee and Member requests for audits or special studies,
- testifying at congressional hearings,
- assigning staff to congressional committees, and
- providing legal opinions and comments on proposed legislation.

During the fiscal year we issued 935 reports on audits or special studies. About 76 percent of these were submitted to the Congress or to its committees and Members. In addition, copies of many of the 221 reports addressed to Federal agency officials were also provided to interested committees and Members.

Statistics on the number of reports completed do not begin to tell the full story of GAO operations, but they do provide some indication of work done. Reports completed in fiscal year 1980 are as follows:

Congressional reports:	
To the Congress	289
To congressional committees	312
To Members of Congress	113
	714
Reports to Federal agency officials	221
TOTAL	935

A summary of these reports by subject and addressee is included in Appendix 1. A detailed listing is included in Appendix 2.

Many of these reports recommend congressional or agency actions necessary to correct problems or improve Federal programs and activities. Chapter 2 presents legislative recommendations the Congress acted on this year and those on which final action has not been taken.

Two special reports to the Congress prepared annually—one on civil, the other on defense activities—highlight matters deserving special congressional attention. Each January these special reports summarize important GAO conclusions and recommendations on which satisfactory department or agency actions have not been taken and which should therefore be considered during the appropriation process.

GAO cannot compel the agencies or the Congress to accept our recommendations. Action on our recommendations depends basically on the adequacy of our factual analysis and the persuasiveness of our arguments. We must convince agency management and the Congress that it is in their interest to take the actions we recommend. We have no doubt that the agencies' awareness of the Congress' attention to our reports stimulates their interest in and attention to our recommendations.

As noted in last year's report, in testimony to the House Budget Committee Task Force on Legislative Savings in July 1979, the Comptroller General offered the Congress 15 major legislative recommendations for potential savings. In March 1980, the Comptroller General again testified before the House Budget Committee on opportunities to achieve savings through legislative actions. In his March testimony, the Comptroller General provided updated information on the previous 15 recommendations and added 7 more. These recommendations were selected by GAO's operating divisions as the most significant on the basis of potential savings involved. The Comptroller General's purpose was to encourage action on recommendations which GAO continues to support.

Also in March 1980, GAO issued a supplement to an extensive Congressional Budget Office document prepared for the House Budget Committee on *Reducing the Federal Budget: Strategies and Examples.* The Congressional Budget Office's report identified ways to reduce Federal spending and increase Federal revenues. Because we had issued reports relevant to many of these areas of possible savings and increased revenues, we considered that congressional purposes would be better served by preparing a single document consolidating the Congressional Budget Office's analyses with discussions of our work bearing on the same issues.

A *Monthly List of GAO Reports* (required by the Legislative Reorganization Act of 1970) is sent to every committee and Member. This publication identifies and summarizes reports released each month and provides information for obtaining them. This list is also published monthly in the *Congressional Record.*

Staff from GAO divisions maintain close contact with congressional committees to communicate information that is relevant, timely, and useful. Our Office of Congressional Relations is the coordination point for GAO's assistance to the Congress. This office maintains close and continuous contact with congressional committees and Members.

Our professional staff at the Capitol audits House and Senate financial operations and private organizations doing business on the Capitol grounds. The staff advises committees, officers, and Members of Congress as needs arise.

Committee and Member Requests

The 1921 act requires that GAO perform investigations and furnish information and assistance to the Congress and congressional committees having jurisdiction over revenue, appropriations, or expenditures. The Legislative Reorganization Act of 1970 directs GAO to review the results of Government programs and activities at the request of any committee having jurisdiction over such matters.

To the extent practicable, we comply with the requests of all committees, subcommittees, and individual Members of Congress on a priority basis. In fiscal year 1980, GAO operating divisions received 679 requests from committees and 665 requests from Members for specific work. Some are answered readily; others require substantial work. In addition to formal written reports issued to committees and Members, we satisfied many requests through briefings, correspondence not classified as reports, or by furnishing informally the information which met their needs.

Many requests from committees and Members concern information needed in their legislative and oversight roles. Others involve controversial matters affecting congressional districts and States. When requested work affects a much wider audience, we usually arrange with the requester to issue the report to the Congress as a whole.

Nearly every congressional committee and subcommittee has requested us to furnish information and assistance. Table 1 lists the committees for which formal written reports were completed during the year; some reports were addressed to more than one committee.

Table 1

	Number of Reports
Senate Committees	
Agriculture, Nutrition and Forestry	4
Appropriations	21
Armed Services	9
Banking, Housing and Urban Affairs	2
Budget	3
Commerce, Science and Transportation	5
Energy and Natural Resources	11
Environmental and Public Works	10
Finance	7
Foreign Relations	7
Governmental Affairs	25
Judiciary	12
Labor and Human Resources	6
Veterans' Affairs	3
Special Aging	1
Select Small Business	5
Total	131
House Committees	
Agriculture	4
Appropriations	18
Armed Services	5
Banking, Finance and Urban Affairs	3
Budget	4
Foreign Affairs	2
Government Operations	27
House Administration	4
Interior and Insular Affairs	5
Interstate and Foreign Commerce	17
Judiciary	5
Merchant Marine and Fisheries	2
Post Office and Civil Service	30
Public Works and Transportation	9
Science and Technology	3
Small Business	3
Ways and Means	2
Select Aging	2
Standards of Official Conduct	3
Veterans' Affairs	9
Total	157
Officers of the Congress	14
Joint Committees	
Economic	7
Taxation	5
Total	12
Republican Conference, House of Representatives	2
Total Committees and Officers	316

We also responded to 589 Member requests concerning claims by and against the U.S. Government involving Government contracts, employee pay and allowances, and travel and transportation.

Testimony, Briefings, and Conferences

The Comptroller General and his principal assistants testified before congressional committees on 178 occasions during fiscal year 1980. This compares to 69 occasions five years ago and only 45 ten years ago. Such an increase recognizes our growing ability and capacity to serve the Congress on critical issues, investigations, and pending legislation.

Our professional staff also brief congressional committees, Members, and their staffs on GAO work of interest to them. These briefings include the results of completed or ongoing work which has progressed far enough to provide meaningful information. We also provide committees with questions for use during hearings.

Staff Assignments to Committees

On request, 89 GAO staff members were assigned during the year to staff of 18 committees and subcommittees. Details concerning these assignments are shown (as required by the Legislative Reorganization Act of 1970) in Appendix 3.

Legal Opinions and Comments on Pending Legislation

Committees and Members of Congress frequently ask GAO for formal and informal legal opinions, advice, and assistance; its views on contractual, fiscal, and administrative provisions of law; drafts of or revisions to legislation; and its views on administrative regulations.

GAO's continuing review of Government programs and activities and its expertise in law and the Federal legislative process enable us to give congressional committees objective comments on proposed legislation. During the fiscal year, GAO provided 169 reports on pending bills—86 to the Senate, 77 to the House, and 6 to miscellaneous units. Table 2 shows a profile of this work.

Table 2

Senate Committees:	
Aeronautical and Space Sciences	1
Appropriations	1
Armed Services	1
Banking, Housing, and Urban Affairs	1
Commerce, Science, and Transportation	5
Finance	4
Foreign Relations	1
Governmental Affairs	52
Human Resources	10
Judiciary	7
Rules and Administration	1
Select Intelligence	1
Select Small Business	1
	86
House Committees:	
Appropriations	1
Armed Services	2
Government Operations	17
House Administration	1
Interstate and Foreign Commerce	23
Judiciary	17
Merchant Marine and Fisheries	1
Post Office and Civil Service	8
Public Works and Transportation	4
Select Committee on Aging	1
Small Business	1
Veterans Affairs	1
	77
Joint Committees:	0
Miscellaneous units:	6
Total	169

Auditing/Evaluation

Our audits and evaluations of ongoing Federal programs, activities, and financial operations have as their basic objective helping the Congress and agency officials improve Government operations. We examine Federal departments and agencies and their contractors and grantees to

- evaluate the efficiency, economy, legality, and effectiveness with which they carry out their financial, management, and program responsibilities and
- provide the Congress and Federal agency officials with significant and objective information, conclusions, and recommendations that will aid them in carrying out their responsibilities.

Our audits and evaluations involved over half of our professional staff concerned with the operations of almost every Federal agency. During fiscal year 1980, we performed assignments in the United States, Puerto Rico, the Virgin Islands, American Samoa, Guam, Midway, and 65 countries. At any given time, we had about 1,300 assignments underway. Table 3 shows the broad functional categories of assignments being performed at the close of the fiscal year.

Table 3

	Assignments
Domestic programs:	
Energy and minerals	109
Community and economic development	166
Human resources	204
General government	137
General Management:	
Procurement and systems acquisition	112
Logistics and communications	109
Federal personnel and compensation	60
Financial and general management	190
International programs	95
Program analysis	73
Miscellaneous	7
Total	1,262

The Federal Government has become so large and complex that GAO cannot possibly audit all of its activities in a given year. It has neither sufficient staff nor funds. We must, therefore, be selective in determining which Federal programs and activities to review. Primarily, we consider programs, activities, and operations of direct interest to the Congress or of such importance that we should audit them under our basic statutory mandate. Our policy, except as otherwise required by law or congressional request, is to use our staff where we believe their work will do the most to promote improvements in Government operations. We are continuously in contact with congressional committees to keep abreast of their interests. We also share information with the Congressional Budget Office, the Congressional Research Service, and the Office of Technology Assessment to enhance our products and avoid duplication of effort.

In 1972, GAO reorganized partly to encourage a new focus on interagency and Government-wide programs and functions rather than on individual agencies. In February 1975, the lead division concept was introduced and issue-area program planning was implemented to enhance this new focus. A Program Planning Committee, chaired by the Comptroller General, specified currently 36 issue areas for priority attention. Each is assigned to one of GAO's operating divisions (see Table 4). That division takes the lead in identifying specific matters to be examined, developing plans, and formulating approaches. The lead division or other audit divisions may carry out the audit.

The program planning process has been a valuable tool in directing our work. It provides a basis for better assuring that issues drive our work and that specific jobs support those issues. Given increasing workload demands with fairly constant resources, we must plan well.

Table 4

GAO Issue Areas and Responsible Lead Divisions

Food Domestic Housing and Community Development Programs Environmental Protection Programs Land Use Planning, Management, and Control Transportation Systems and Policies Water and Water-Related Programs	Community and Economic Development Division
Consumer and Worker Protection Administration of Nondiscrimination and Equal Opportunity Programs Federally Sponsored or Assisted Education Programs Federally Sponsored or Assisted Health Programs Federally Sponsored or Assisted Income Security and Social Services Programs Federally Sponsored or Assisted Employment and Training Programs	Human Resources Division
Automatic Data Processing Internal Audit Accounting and Financial Reporting National Productivity	Financial and General Management Studies Division
Facilities Acquisition and Management Military Readiness, Mobilization Planning, and Civil Preparedness Federal Information—Creation, Protection, Access, Disclosure, and Management Communications Logistics Management	Logistics and Communications Division
Intergovernmental Policies and Fiscal Relations Law Enforcement and Crime Prevention Tax Administration Data Collected from Non-Federal Sources—Statistical and Paperwork Implications Federal Oversight of Financial Institutions	General Government Division
General Procurement Procurement of Major Systems	Procurement and Systems Acquisition Division
Program and Budget Information for Congressional Use Economic Analysis of Alternative Program Approaches Science Policy	Program Analysis Division
Federal Personnel Management and Compensation	Federal Personnel and Compensation Division
International Affairs	International Division
Energy Materials	Energy and Minerals Division
Evaluation Guidelines and Methodology	Institute for Program Evaluation

To help the Congress deal with the increasingly complex and sensitive issues that face our country, we continue to strive to meet the high quality standards for which our Office is known. To further this goal, the Comptroller General, during the year, made several changes designed to achieve two objectives: (1) to improve GAO's assignment planning and methodology and (2) to give special attention to those projects which are clearly or potentially expensive in relation to the resources available, which deal with particularly sensitive or controversial issues, or which require advanced analytical techniques.

One of the changes was the establishment of an Institute for Program Evaluation, under the newly established position of Assistant Comptroller General for Program Evaluation. The Institute's purpose is to further the growth of GAO's program evaluation capabilities and to assist the Congress in making the most effective use of evaluative information. This function was set forth in Title VII of the Congressional Budget Act of 1974. It will also develop a professional interchange program with other evaluation organizations and maintains a visiting committee of evaluation experts.

Audits Related to Fraud and Abuse

The Special Task Force for the Prevention of Fraud and Abuse, created in 1979, continues to accept reports of alleged fraud and waste in Government on its national hotline (800-424-5454). GAO's regional offices also respond to calls of this nature. GAO preserves the anonymity of its callers who have information or allegations of kickback schemes, overtime abuses, misuses of Government credit cards, and illegal contract awards and so forth.

The Task Force's objectives are to determine the validity of the tips received and decide whether cases should be referred to appropriate agencies for investigation or audit. In fiscal year 1980, about 12,000 calls were received on the hotline. Of these, 2,979 were referred for appropriate action.

Chrysler Loan Guarantee Board: GAO's financial management expertise and responsibilities engage the Comptroller General's participation in diverse and major boards, councils, and commissions. This year Comptroller General Staats with Secretary of the Treasury G. William Miller and Federal Reserve Board Chairman Paul A. Volcker serve as members of the Chrysler Loan Guarantee Board. (Photo courtesy of Wide World Photos)

The GAO Personnel Act of 1980, signed February 15, 1980, establishes an independent personnel management system in GAO. Pictured are Comptroller General Staats and the late Deputy Comptroller General Robert F. Keller, accompanied by GAO staff, testifying on GAO's personnel bill.

About 27 percent of the cases referred fell into the category of mismanagement, while 73 percent involved intentional wrongdoing.

GAO does some followup work on the cases referred. Cases are also entered into a computer to track weaknesses in programs, agencies, and locations.

Impact of New Legislation on GAO Operations

Appendix 5 shows legislation enacted in fiscal year 1980 directly related to our work. Two laws directly affect the responsibilities of GAO:

- *The Chrysler Corporation Loan Guarantee Act of 1980 (January 7, 1980)* established a Chrysler Corporation Loan Guarantee Board and made the Comptroller General a member. The act authorizes GAO to make audits as may be deemed appropriate of all accounts books, records, memoranda, correspondence, and other documents and transactions of the Corporation and any other borrower.
- *The General Accounting Office Personnel Act of 1980 (February 15, 1980)* required the Comptroller General to establish an independent personnel management system for the General Accounting Office, effective October 1, 1980. The act established a GAO Personnel Appeals Board which performs the hearing and review functions otherwise performed by the Office of Personnel Management, the Merit Systems Protection Board, the Federal Labor Relations Authority, and the Equal Employment Opportunity Commission. The Comptroller General has discretionary authority to establish a GAO Senior Executive Service and a system of merit pay.
- *The General Accounting Office Act of 1980 (April 3, 1980)* (1) authorizes GAO to audit most "unvouchered" expenditure accounts; (2) enables GAO to enforce its access-to-records rights in the courts; (3) imposes requirements on GAO's draft report comment process; (4) provides for enhanced congressional participation in the appointment of the Comptroller General and Deputy Comptroller General; and (5) extends GAO's authority to establish auditing standards for the Departments of Energy and Health and Human Services.

New legislation continued to assign added responsibilities to GAO. As a result, GAO was constantly faced with the need to adjust work programs or increase capabilities to accommodate the increased workload. Certain laws direct the Comptroller General to audit specific programs or activities. For example:

- *The Federal Trade Commission Improvements Act of 1980 (May 28, 1980)* requires that GAO analyze and report on the effect on Congress' decisionmaking and rulemaking process of the requirement that all the Commission's proposed regulations be submitted to the Congress for approval. The Comptroller General is to report to the Congress on this evaluation by September 30, 1982.
- *The Passenger Railroad Rebuilding Act of 1980 (May 30, 1980)* requires the Secretary of Transportation, in consultation with the Comptroller General, to report to the Congress on the extent to which passenger and freight operations should be separated in the Northeast Corridor and problems in mixing freight and passenger service on the same line.
- *The Health Planning and Resource Development Act (October 4, 1979)* requires that GAO evaluate the process of granting exceptions to health maintenance organizations and health maintenance facilities from the requirement to obtain a certificate of need. The Comptroller General is to report on this evaluation by February 1, 1982.

Examples of other important legislation affecting our work follow:

- *Public Law 96–126 (November 27, 1979)* contains a provision for GAO to audit all financial transactions of the territorial and local governments (offices of the Government Comptroller for the Virgin Islands, the Government Comptroller for Guam, Trust Territory of the Pacific Islands, the Northern Mariana Islands, and the Government Comptroller of American Samoa), including transactions of all agencies or instrumentalities established or used by such governments.
- *Multiemployer Pension Plan Amendments of 1980 (September 26, 1980)* requires that the Comptroller General conduct a study and report to the Congress on the effects of this act on the participants, beneficiaries, employers, employee organizations, and other parties and the self-sufficiency of the fund established by the Employee Retirement Income Security Act of 1974.

Legal Services and Decisions

GAO's legal work covers the full range of the Government's activities. The Office renders legal decisions and advice to

- congressional committees, Members of Congress, the Attorney General, the Office of Management and Budget, and other Federal officials;
- heads of Federal agencies and disbursing and certifying officers on the legality or propriety of proposed expenditures of public funds;
- officers or employees with delegated authority to request relief on behalf of accountable and certifying officers;
- contracting and procurement officers and bidders, in connection with government contracts;
- debtors and creditors of the Government who are dissatisfied with the handling of their affairs by other agencies; and
- GAO auditors in their reviews of agency programs and activities.

The Comptroller General's decisions on the legality of expenditures are binding on the executive branch. Payments made contrary to them may be disallowed. Private firms and individuals have further recourse to the courts in most instances.

During fiscal year 1980, GAO's Office of the General Counsel disposed of 5,301 separate legal matters.

Table 5

Legal Matters Resolved in Fiscal Year 1980

Procurement Law	2,161
Personnel Law	1,344
Transportation Law	303
General Government Matters	805
Special Studies and Analysis	688
Total matters disposed of	5,301

The GAO Act of 1980, signed by the President on April 30, 1980, was considered by Senator John Glenn to be "a milestone in executive-legislative branch relations." Watching President Carter sign the bill are (front, from left) Comptroller General Staats, Senator John Glenn, Representative Jack Brooks and (rear) GAO and OMB aides. (White House photo)

GAO staff keep abreast of Federal disaster-assistance activities resulting from Mt. St. Helens' eruption. Pictured is an aerial view of the volcano during the height of major eruption activity, May 18, 1980. (Photo courtesy of U.S. Geological Survey)

Financial Management Improvement

The Budget and Accounting Act of 1950 established and assigned basic responsibilities for financial management within the Federal Government. The act provided that the Comptroller General

- prescribe accounting principles and standards and related requirements to be observed by the executive agencies,
- cooperate with the executive agencies in the development of their accounting systems, and
- approve the executive agency accounting principles and standards and system designs when deemed adequate and in conformity with the prescribed principles, standards, and related requirements.

During the fiscal year, we approved 5 statements of accounting principles and standards in 5 agencies. Two of the 5 approvals were the result of changes and updating of previously approved statements. We also approved the designs of 9 systems in 9 agencies. At year's end, 297 of the 301 systems subject to our approval were covered by approved principles and standards, and 193 of the 301 designs have been approved.

We have also continued our cooperative work in the Joint Financial Management Improvement Program. Under this program the Comptroller General, the Secretary of the Treasury, the Director of the Office of Management and Budget, and the Director of the Office of Personnel Management are charged by the Budget and Accounting Act of 1950 with improving financial management practices throughout the Federal Government. An annual report is separately issued for use by the Congress, Federal agencies, and the public on the program's progress.

GAO's review on improving the storing and transportation of liquefied natural gas (LNG) is an example of its work resulting in important but nonquantifiable savings. Pictured are LNG storage facilities at Boston Harbor.

Settlement of Claims

Claims against the United States are referred to us for settlement because of statutory requirements or because they involve questions of law or fact. In fiscal year 1980, we settled 6,805 claims for $443.1 million. During the same period we

- disposed of 16,314 debt claims and collected over $4.7 million and
- granted 1,334 full or partial waivers of repayment of erroneous pay and allowances, out of 1,978 requests—a total of $3.0 million out of $4.3 million.

Savings and Other Accomplishments

It is not possible to determine the full effect of GAO activities in terms of quantifiable financial savings, improvements in Government operations, and increased effectiveness of Government programs and activities. However, we do record actions attributable to our work which result in measurable dollar savings or other benefits to the Federal Government, contractors, grantees, and the public. These actions may be taken directly by us, as in the case of claims collections. Usually, however, they are taken by the Congress, Federal agencies, and others in response to our suggestions and recommendations.

For fiscal year 1980, we identified an estimated savings of $3.7 billion attributable to our work. It should be noted, however, these dollar accomplishments, while impressive, are not the total—or even the most important—of GAO's accomplishments. Many savings resulting from management improvements frequently cannot be measured, nor can improvements which make programs work better, but not cheaper. For example, in one of our reports we made a number of recommendations to improve the safety of storing and transporting liquefied natural gas. In another, we pointed out how better day care services can be provided to a larger number of children with current dollars. Such improvements are often more important than actual financial savings.

Examples of savings and benefits from our work are in Chapter 3.

Noteworthy Activities

GAO is involved in numerous projects which expose its accounting and auditing standards to an ever-widening audience. Highlighted here are its activities with audit offices from other nations, its involvement with the academic community and professional organizations, and its project to record the Office's internal changes and developments in an historical document.

GAO is often looked to for guidance by auditing organizations in other nations, particularly those in less developed countries. The United States has a direct interest in strengthening the audit institutions in these countries which continue to receive substantial financial assistance from us. Several times a month a member of another country's audit office will visit GAO to learn how we function or to study a particular aspect of our work.

During the year, we continued our participation in the international arena by sponsoring our second International Auditor Fellowship Program. Eleven participants arrived in early June 1980 to begin the program. The participants were from Costa Rica, Egypt, Indonesia, Malawi, Malaysia, Nepal, Nigeria, Philippines, Saudi Arabia, Thailand and Trinidad-Tobago. Most remained the full 6 months of the program while some, because of funding problems, returned after 3. The participants were faced with the challenge of learning a great deal of information in a short time and then relaying that information to other auditors in their countries.

Every 3 years, the Auditors General of many countries meet under the auspices of the International Organization of Supreme Audit Institutions. The 1980 Congress was held in Nairobi, Kenya, and was attended by the Comptroller General who is a member of the Organization's Governing Board. The Congress offered an opportunity for delegates from many nations to meet in an apolitical setting to discuss a topic on which most all could agree—the need to have good control systems enabling a country to get the most for its money.

The GAO Doctoral Research Program began in the summer of 1980. The intent of the program is to provide an exchange of information between GAO and the academic community. Under the pilot program, five doctoral students were selected to work with us for a year on projects related to their academic fields. This year's participants were doctoral students in political science, public administration, agricultural economics, educational administration, and environmental design.

Early in the year, the Comptroller General established a project to prepare a written history of significant events, directions, and changes that have occurred at GAO over the last 15 years. Because his term will end in March 1981, the Comptroller General believes that those who will be concerned with the continued development and strengthening of GAO in the future can profit by having a coherent record of how the Office attempted to deal with the problems and issues faced during this period. Some of the topics being addressed in the history are GAO's expanded service to the Congress, its emphasis on program evaluation, its use of program planning, and its efforts to improve its products. The project team has targeted publication for February 1981.

Operating Expenses

The fiscal year 1980 appropriation for GAO was $204.3 million. Total operating expenses for the period were $197.3 million with an unobligated balance of $7.0 million lapsing back to Treasury. Personnel compensation and benefits comprised $158.9 million or 81 percent of total expenditures, while travel and other objects comprised 6 percent and 13 percent respectively.

During the year we received approximately $754,400 in reimbursements for services rendered to House and Senate committees, private organizations, etc., which we applied to our appropriation. We deposited $.3 million in receipts for audit services and other miscellaneous services in the U.S. Treasury.

Participants in the International Auditor Fellowship Program work to learn the auditing and management techniques which they will later share with their developing countries' audit offices.

Staffing

Our greatest asset is the competence, dedication, and enthusiasm of our staff. As of September 30, 1980, GAO had 5,193 employees, a slight increase over last year. Of these, 4,164,or 80 percent, were members of its professional staff. Table 6 shows staff changes during the year.

Over the past several years, we have expanded GAO's expertise to evaluate increasingly complex Government programs. We are employing and developing individuals with varied backgrounds and levels of expertise. A high priority is placed on efforts to maintain high professional standards.

Recently, GAO began using a new "GAO evaluator" classification standard to classify all GAO staff members engaged primarily in the mainline evaluation work of the agency. The new evaluator job series was adopted to more accurately describe the unique nature of the work GAO professionals perform. It takes into account the direct congressional contact, political sensitivity, and multiagency purview that characterizes much of our work. For the most part, GAO evaluators were previously classified as accountants, auditors, and management analysts. Table 7 summarizes the composition of our staff at year's end.

Not too many years ago, relatively few professional staff members had backgrounds other than accounting, auditing, and law. Employees from other disciplines now make up about 52 percent of our staff.

Our diverse and complex responsibilities require staff members having functional expertise, supervisory capability, and versatility. Professional staff members can get wide experience and broaden their own perspectives of Government operations by auditing a variety of Federal programs or by remaining in a functional area to expand their expertise. We consider individual as well as Office needs in making staff assignments.

Our equal opportunity employment profile continued to improve as we hired, trained, and promoted minorities and women, who now comprise 40 percent of our total work force. As further evidence of our priority attention in this area, minorities and women now comprise 28 percent of our professional staff as compared to 14 percent in 1975 and 24 percent last year.

Table 6
Analysis of Staff Changes

	Professional	*Other*	*Total*
Employees on rolls at Oct. 1, 1979	4,067	1,007	5,074
Appointments	400	308	708
Transfers between categories	74	-74	0
Total	4,541	1,241	5,782
Separations:			
Retirements	84	29	113
Transfers to other agencies	151	61	212
Other separations	142	122	264
Total separations	377	212	589
Employees on rolls at Sept. 30, 1980	4,164	1,029	5,193

Table 7
Composition of Staff
(at Sept. 30, 1980)

	Total
Professional:	
Evaluators[1]	3,185
Management auditors/analysts	163
Accountants and auditors	150
Program analysts	15
Attorneys	165
Actuaries and other mathematical scientists	64
Engineers	11
Computer and information specialists	60
Economists and other social scientists	78
Personnel management specialists	63
Writer-editors	53
Other	158
Total professional staff	4,165
Other:	
Administrative and clerical	976
Wage board	52
Total other staff	1,028
Total	5,193

Participation on Boards, Councils, and Commissions

From time to time statutes establishing special commissions or councils have named the Comptroller General as a member. Currently he is serving as

- a member of the Advisory Council for the Office of Technology Assessment (Public Law 92–484, December 13, 1972, 86 Stat. 800),
- a member of the President's Management Improvement Council (Executive Order No. 12157, September 14, 1979), and
- a member of the Chrysler Corporation Loan Guarantee Board (Public Law 96–185, January 7, 1980, 93 Stat. 1324).

During the year the Comptroller General also served as Chairman of the Cost Accounting Standards Board which completed its activities on September 30, 1980.

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[1] *The title "evaluator" represents a new series unique to GAO. It more accurately describes the role of our auditing staff. Evaluators are former management auditors/analysts, accountants, auditors, and program analysts.*

Legislative Recommendations

The Budget and Accounting Act, 1921, requires GAO to make recommendations to the Congress "looking to greater economy and efficiency in public expenditures" and report such recommendations at the beginning of each congressional session or in special reports at any time. When an audit shows that corrective legislative action is required or desirable, the report includes a proposal for legislative consideration by the Congress or a recommendation to the affected agency to sponsor a legislative proposal.

This chapter summarizes the legislative recommendations considered by the Congress during the fiscal year ended September 30, 1980, and lists open legislative recommendations, made during this period and in prior years, which we still recommend to the attention of the Congress.

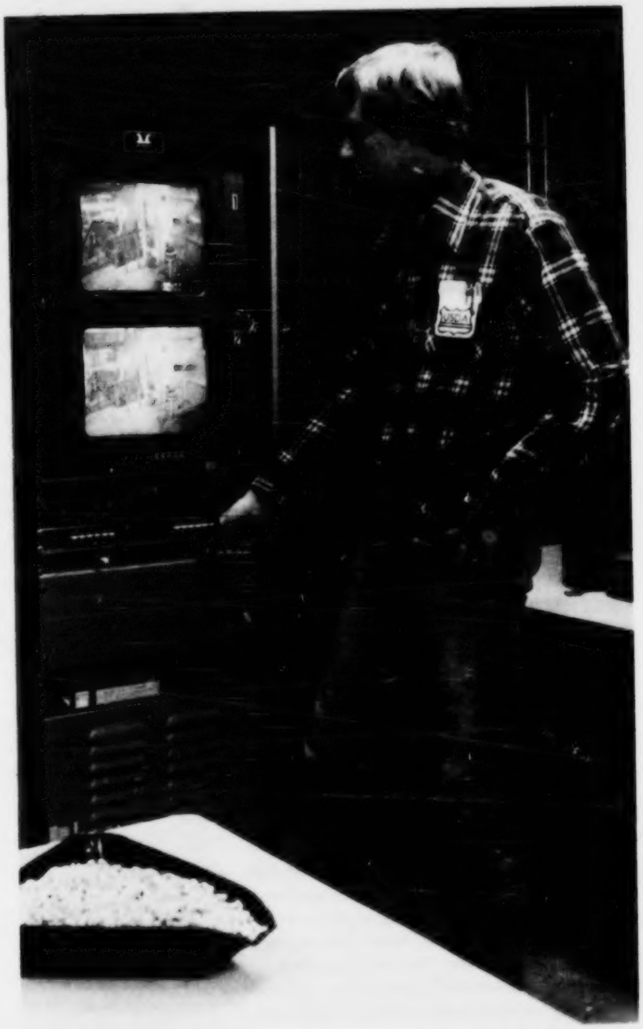
Legislative Recommendations Acted on by the Congress During Fiscal Year Ended September 30, 1980

Area and Regional Development

Establishing More Current and Appropriate Criteria Governing Appalachian State Maintenance of Effort Requirements—We recommended that the Congress amend section 221 of the Appalachian Regional Development Act of 1965, as amended, as follows:

- Delete the existing requirement for Appalachian States to maintain their current expenditure at the average aggregate 1963–1964 levels.
- Require instead that each Appalachian State maintain proportionate expenditure levels between the Appalachian and non-Appalachian portion of each State, using such recent base period as the Congress deems appropriate.
- Require the Appalachian Regional Commission to monitor and report annually to the Congress on Appalachian State expenditures in both the Appalachian and non-Appalachian portion of each State.

The Public Works and Economic Development Act, S. 914, as passed by the Senate and House, contains our recommendations and is in conference. (CED–79–50, April 27, 1979)



GAO reported on reducing the cost of weighing grain arriving at export elevators. Pictured is a closed-circuit television system used to monitor the weighing, sampling, and flow of grain. Such equipment can reduce Federal weight monitoring personnel requirements, thus resulting in a cost savings to the exporter. (Photo courtesy of U.S. Department of Agriculture)

Agriculture and Rural Development

Reducing the Cost of Weighing Grain Arriving at Export Elevators—In implementing the Grain Standards Act of 1976, the Federal Grain Inspection Service instituted a requirement that all grain shipments arriving at export elevators be officially weighed; that is, that official personnel either weigh or physically supervise the weighing of all grain. In November 1979, we reported that the level of weight monitoring could be reduced while still maintaining reasonable controls over the accuracy of weights.

We recommended that the Congress amend section 5(a)(2) of the Grain Standards Act to provide the Service Administrator with the authority to reduce the amount of weight monitoring required on truck and rail shipments arriving at export elevators. Public Law 96–437, October 13, 1980, amends the U.S. Grain Standards Act to permit grain delivered to export elevators by any means of conveyance other than barge to be transferred into such export elevators without official weighing. (CED–80–15, November 30, 1979)

Disaster Assistance To Farmers—The need for both the Small Business Administration (SBA) and the Farmer's Home Administration (FmHA) administering disaster loan programs serving essentially the same target population—farmers—is questionable. FmHA cannot make loans to farmers who are able to obtain credit from other sources at reasonable rates and terms, while SBA can.

We recommended that the Congress decide whether it should be the policy of the Federal Government to make disaster assistance loans to farmers who are able to obtain credit from non-Federal sources. Once this decision is made, we recommended that the Small Business Act be amended so that SBA is no longer authorized to make disaster loans to farmers.

The Small Business Development Act of 1980 (Public Law 96–302) eliminates the "credit-elsewhere" test except for determining interest rates for both the SBA and FmHA disaster loan programs. In addition, the act provides that farmers are not eligible for loan assistance from SBA unless declined, or would be declined, for a disaster loan at substantially similar interest rates from FmHA. With the elimination of the credit-elsewhere at FmHA and establishment of the same interest rates in both programs, our recommendation is, in effect, accomplished; that is, farmers will be using the FmHA program only. (CED–78–118, May 25, 1978)

Farmers Home Administration and Small Business Administration Natural Disaster Loan Programs: Budget Implications and Beneficiaries—In August 1979, we recommend that the Congress

- amend the Small Business Act to preclude disaster assistance loans to farmers because similar loans were available from Farmers Home and
- continue the credit-elsewhere test for Farmers Home disaster loans and extend this test to Small Business disaster loans, should farmers continue to be eligible for such loans.

Public Law 96–302, approved in July 1980, precludes Small Business disaster loans to farmers to repair or replace business property unless such farmers were refused assistance from Farmers Home. The law also established a credit-elsewhere test for the purpose of accessing a higher interest rate to business applicants able to obtain sufficient credit elsewhere. In addition, borrowers will be required to obtain private financing to repay the Small Business loan should the Small Business Administration find that the borrower can obtain private financing at reasonable rates and terms. Such determinations are to be made 3 years after the loan was disbursed and every 2 years thereafter for the term of the loan. (CED–79–111, August 6, 1979)

The Farmers Home Administration's Economic Emergency Loan Program Could Be More Effective—In January 1980, we testified before the Subcommittee on Conservation and Credit, House Committee on Agriculture, on the effectiveness of the economic emergency loan program for farmers. We concluded that in extending the program the Congress should (1) encourage more guaranteed loans, (2) decide if the program should continue to supplement two regular farm loan programs, (3) set a minimum time on how long land must be owned before being refinanced, (4) tighten the credit-elsewhere provisions, (5) keep apprised of delinquency rates and graduations, and (6) provide a reexamination of program experience within a year.

Public Law 96–220 extends the economic emergency loan program through September 30, 1981, sets a minimum of 1 year on the time that land must be owned before being refinanced, adds program requirements to encourage more guaranteed loans, and strengthens the credit-elsewhere requirements. The law also requires the Secretary of Agriculture to do a comprehensive study on the program's operation and effectiveness and report the results to the Congress by March 31, 1981. Among other things, the study is to analyze the effect of the changes, loan delinquencies and borrower graduations, and the need for further extending the program. In conjunction with any recommendations to extend the program, the Secretary is to evaluate possible alternatives such as merging the program with the farm ownership and operating loan programs or combining all farm loan programs into one. (CED–80–84, March 28, 1980)

Reimbursement of Governments for Snow Removal—The Disaster Relief Act of 1974 currently permits the Federal Emergency Management Agency (formerly the Federal Disaster Assistance Administration) to reimburse governments for snow removal expenses incurred prior to the President's declaration of an emergency or major disaster. Because the agency does not reimburse these expenses, we recommended that the Congress amend the act to specifically require the agency to provide reimbursement eligibility to State and local governments from the time a snowstorm begins.

Prior to the issuance of our report, H.R. 1320 was introduced, which would basically accomplish this objective. (CED–79–97, August 2, 1979)

Commerce and Transportation

Improving the Broadcast Licensing Process—The proper degree of ownership diversification has long been a controversial issue in broadcast regulation. We recommended that since there is no conclusive evidence that newspaper–broadcast, TV–radio, and AM–FM coownership provide better service or that their divestiture would cause public harm, the Congress should decide as a matter of policy (1) the relative importance to be placed on ownership diversification and industry stability in formulating broadcast station ownership rules and (2) the circumstances under which divestiture by established broadcast licensees would be appropriate for fostering competition and diversity.

The House passed H.R. 6228. This bill would amend the Communications Act of 1934, would codify the Federal Communications Commission's cross-ownership rules, and would eliminate consideration of ownership diversification and owner participation in station management for license renewals. This is consistent with our recommendations. (GAO testimony, April 23, 1980, House Interstate and Foreign Commerce, Subcommittee on Communications)

Federal Funding Proposed for Privately Owned Reliever Airports—Many major U.S. airports have peak, congested periods when air traffic exceeds runway capacity and causes aircraft delays. In 1977, these delays detained and inconvenienced the traveling public, caused the airlines to use an additional 700 million gallons of fuel, and cost the airlines over $800 million.

We recommend that the Congress amend section 207 of the Federal Aviation Act of 1958 to direct the Secretary of Transportation to use peak surcharges and/or quotas to reduce aircraft delays at congested major U.S. airports. If peak surcharges or quotas were used to divert general aviation from major airports, the development and continued operation of privately owned relievers would be even more necessary. We also recommended that the Congress amend section 14(a) and 15(a) of the Airport and Airway Development Act of 1970 to make privately owned reliever airports eligible for Federal funds.

S. 1648, a bill to authorize funds for airport development aid programs through 1985, was passed by the Senate February 5, 1980. This bill provides, for the first time, that airport development and planning funds, under certain conditions, may be used at privately owned reliever airports. (CED–79–102, September 4, 1979)

The Fly America Act Should Allow More Agency Discretion in Authorizing Use of Foreign-Flag Air Carriers To Conduct Business Overseas—In October 1978, we reported on problems agencies and their employees were having in carrying out their missions because of limitations on using foreign-flag air carriers for overseas travel. We recommended that Congress amend the so-called "Fly America Act," section 5 of the International Air Transportation Fair Competitive Practices Act of 1974, to permit greater flexibility in choosing between American- and foreign-flag carriers, at least for travel between overseas points.

In line with our recommendation, the International Air Transportation Competition Act of 1979, Public Law 96–192, gives greater flexibility to choose between flag carriers. (LCD–78–235, October 31, 1978)

Problems in the Northeast Corridor Railway Improvement Project—Because the Northeast Corridor Improvement Project was over budget, behind schedule, and reduced in scope, future maintenance costs will increase and passenger comfort, on-time reliability, and safety will be reduced. We recommended that the Congress enact legislation specifying what improvements were desirable and what level of additional funding, if any, should be provided.

The Passenger Railroad Rebuilding Act of 1980, Public Law 96–254, authorized an additional $750 million for the project and specified that the goals of the project are to be achieved to the extent compatible with the revised amount authorized. The act also revised and established priorities among the project's goals to serve as a basis for selecting and scheduling specific improvements. (CED–79–38, March 29, 1979)

Community Development and Housing

Verifying Reported Tenant Incomes in Housing Assistance Programs—In March 1979, we commented on H.R. 3875, the Housing and Community Development amendment stating the need for improved income verification in housing assistance programs administered by the Department of Housing and Urban Development (HUD). Essentially, our position was that improvements were needed in the income verification process because project owners have little, if any, incentive to verify thoroughly tenant incomes; important data needed for thorough verifications was not available to project owners; and historically HUD had done a poor job of overseeing the income verification process.

Section 210 of the Housing and Community Development Amendments of 1979 (Public Law 96–153, dated December 21, 1979) added a provision to section 8 of the United States Housing Act of 1937 requiring the Secretary of Housing and Urban Development to establish procedures assuring that income data provided to public housing agencies and owners by families applying for or receiving assistance is complete and accurate. (CED–79–178, March 20, 1979)

The Chicago Housing Authority Needs To Improve Its Management and Controls Over Purchasing—In April 1980, we reported that the Chicago Housing Authority staff circumvented purchasing policies. Controls designed to ensure free and open competition for large purchases were avoided through order-splitting and open purchase orders. We also reported that basic procurement management information, such as total purchases by vendor or by category, was not readily available, and the accounting system was such that even total purchases could only be estimated. We reported that purchasing management was not systematically carried out because information on purchasing was inadequately disseminated.

We concluded that the Performance Funding System, which was intended to encourage efficiency and avoid fully funding operating deficits, may be circumvented, and the incentive for efficiently managing operating activities, including procurement, may be weakened.

We recommended that the Secretary of Housing and Urban Development require audits and regular monitoring of financially distressed housing authorities as a prerequisite for those authorities to receive payments in excess of those normally allowed.

Based on our report, the Supplemental Appropriations Act, Public Law 96–304, was reduced about $39 million from the $52.6 million requested by the Administration to help the 10 public housing authorities in the most financial trouble. (CED–80–93, April 28, 1980)

Analysis of Community Development Block Grant Drawdown Rates—In August 1980, we reported that there was a backlog of about $3.4 billion in unspent block grant funds for formula entitlement grantees and that it could take grantees many years to use these funds at current and anticipated spending rates. We also reported that the Department of Housing and Urban Development has taken several actions to promote faster spending of block grant funds by grantees. We concluded that the emphasis the Department is putting on spending block grant funds creates the potential for ineffective and inappropriate use of such funds, particularly in the absence of adequate monitoring.

Based on our report, the House passed H.R. 7631 reducing the fiscal year 1981 block grant budget $140 million below the level requested by the Administration. The Senate reduced the block grant budget by $200 million based on our report and the bill was in conference as of September 30 1980. (CED–80–137, August 20, 1980)

Analysis of Multifamily Assigned Mortgages—In January 1980, we reported that over 70 percent of the 2,032 multifamily housing project mortgages held by the Department of Housing and Urban Development were delinquent and that, in many cases, reinstatement was unlikely. We also reported that the Department was slow in foreclosing on seriously delinquent mortgages and that it takes an average of 2½ years to accomplish foreclosure. Extended proceedings in the foreclosure process result in increased losses to the Federal Government and may result in hardships on tenants because projects often deteriorate after mortgagors become aware of potential foreclosure actions.

We recommended that the Secretary of Housing and Urban Development work with the Department of Justice and the Internal Revenue Service to identify causes of delays and alternatives, including legislative remedies if appropriate, for reducing the time periods and Federal losses (including those through the income tax process) resulting from lengthy foreclosure proceedings.

On June 25, 1980, S. 2888 was introduced to provide an improved and expedited mortgage foreclosure procedure for multifamily mortgages held by the Secretary of Housing and Urban Development. (CED–80–43, January 16, 1980)

Stronger Federal Enforcements Needed To Uphold Fair Housing Laws—In February 1978, we reported that Federal housing agencies had been ineffective in identifying and eliminating discriminatory housing practices and seeking timely and appropriate settlement of individuals' complaints. Also, we reported the Department of Housing and Urban Development lacked the authority it needed to enforce compliance when it found cases of discrimination.

We advised the House Judiciary Subcommittee on Civil and Constitutional Rights that the Department should be given the authority to issue cease and desist orders and impose civil penalties in cases where housing discrimination practices are evident.

The House passed H.R. 5200 to amend the Fair Housing Act which seeks to provide the Department with quicker and stricter enforcement of existing statutes that prohibit discrimination in the sale or rental of housing. S. 506, as reported by the Senate Judiciary Committee, contains similar language. (CED–78–21, February 2, 1978)

Rental Housing: A Growing National Problem Needing Immediate Attention—In November 1979, we reported that the Nation's rental housing market had reached a crisis stage with particularly bleak prospects for lower income renters and that the situation was likely to become increasingly grave unless the Federal Government intervened.

We recommended that the Congress establish a Commission to develop alternative strategies to lessen the crisis' effect and to propose a national rental housing policy and plan of action to make rental housing more available and affordable.

The Housing and Community Development Act of 1980, Public Law 96–394, provides for a new rental housing mortgage subsidy program. This new program would provide up to $61 million to owners of rental housing for the housing of low- and moderate-income families. (CED–80–11, November 8, 1979)

Legislation To Improve Collection Procedures in Mortgage Insurance Programs—Under the Department of Housing and Urban Development's (HUD's) management of mortgage insurance programs, borrowers pay insurance premiums calculated as a percentage of their mortgage balances for Federal Housing Administration mortgage insurance. The premiums are included as part of the regular monthly mortgage payments and are sent to the lending institutions. HUD annually bills the lending institutions for the premiums collected. The Federal Government could realize sizable annual interest savings by increasing the collection of mortgage insurance premiums from annually to monthly. We estimated an annual savings at about $16 million in a September 1977 report to the Congress recommending the change in collection policy.

HUD has refused to implement this recommendation. In April 1980, H.R. 7041 was introduced, requiring the Secretary of HUD to either collect the premiums promptly upon their payment to the financial institutions or continue to collect the premiums annually, provided interest is paid by the financial institutions for holding the funds. (FGMSD–77–33, September 8, 1977)

Security Problems at Public Housing Agencies—In letters dated August 3, 1979, and March 18, 1980, to the Assistant Secretary for Housing–Federal Housing Commissioner, Department of Housing and Urban Development (HUD), we reported on weaknesses in HUD's $30-million public housing security demonstration program. Expressing concern about the program's scope and design, we recommended improved public housing security and suggested alternative actions to overcome other weaknesses. We also shared our views with congressional committees interested in this program. Subsequently, the House Banking, Finance, and Urban Affairs Subcommittee on Housing and Community Development requested that HUD not proceed with the security program as planned until the issues GAO raised were resolved.

In addition, the Housing and Community Development Act of 1980, Public Law 96–399, states that our two reports on HUD's security demonstration program provided useful suggestions which now can be implemented.

Education, Training, Employment, and Social Services

Operating Problems of the Developing Institutions Program Are Pervasive—Even though the title III Developing Institutions Program (authorized by the Higher Education Act of 1965) has operated for 12 years and has spent $700 million, it is beset with problems, and its effect on moving schools toward the mainstream of American higher education is not known.

In 1979, we reported that the operating problems and the more basic problem of adequately defining a "developing institution" were so fundamental and pervasive, that the program, as structured, was largely unworkable. We recommended that the Congress clarify the Program's intent to show which institutions should be served and the goals these institutions should achieve.

Public Law 96–374, which amends the Higher Education Act of 1965, establishes a new title III. The new program is an attempt to resolve many of the questions GAO raised regarding eligibility, selection, and types of projects funded. The title III program would be composed of three separately funded parts—to strengthen institutions, aid institutions with special needs, and challenge grants. (HUD–78–170, February 13, 1979)

Alternatives for the Bureau of Indian Affairs' Public School Financial Assistance Program—We reported that the Bureau of Indian Affairs, Department of the Interior, began a 3-year phaseout in 1976 of its Johnson O'Malley basic support program, which provides funds for public schools to assist in educating Indian children. However, the Congress enacted legislation in 1978 reinforcing it, but Interior has not requested funding for the program since 1978. The Bureau did not want to continue the basic support program because of criticisms in several congressional hearings and because of increased funding authorized under the impact aid program for school districts serving children residing on Indian lands. We also reported that the Bureau provided basic support program funds to public schools and school districts without ensuring that they met Indian students' educational needs.

We offered three options to the Congress in deciding the program's future: appropriate the funds to continue the basic support program but require the Bureau to improve its program management, incorporate the basic support program into the impact aid program, or let the basic support program lapse.

In passing the Interior appropriation bill, Public Law 96–126, dated November 27, 1979, the Congress selected our option of letting the program lapse by no longer appropriating funds for the Johnson O'Malley basic support program. (CED–79–112, September 6, 1979)

Energy

Legislation to Change Interior's Onshore Oil and Gas Leasing Policy Not Appropriate at This Time—The Administration has proposed legislation (S. 1637 and H.R. 6682) which would result in major changes to the Department of the Interior's present leasing system for onshore oil and gas. The changes are proposed to correct certain abuses in the present lottery-type system and are also intended to result in more competitive leasing. Our March 1980 report and subsequent testimony in July 1980, before the House Interior's Subcommittee on Mines and Mining, pointed out that the present system—while certainly having flaws—has succeeded in making an important contribution to domestic oil and gas production by making a large portion of land available and continually accessible for exploration and development. Therefore, we urged that no sweeping changes be made to the present system until the effect of the changes on production was better understood. We also indicated that the Department could make certain administrative changes to correct real or potential abuses without a major overhaul of the entire system.

Subsequent to our testimony, the House Interior Subcommittee for Mines and Mining followed our recommendations by indicating that the subcommittee would take no affirmative action on the Administration–sponsored legislation until the Administration could prove the production of oil and gas and access to lands for oil and gas exploration would not be reduced by such legislation. The Senate Energy and Natural Resources Committee considered our report and subsequently amended S. 1637, but no Senate floor action was taken. (EMD–80–60, March 14, 1980)

The Nuclear Regulatory Commission: More Aggressive Leadership Needed—We concluded that the Nuclear Regulatory Commissioners should be providing more leadership and direction to the Commission staff, the regulated industry, and the public. To provide this leadership, we recommended that the Commissioners (1) define the Chairman's authority and duties as the Commission's principal executive officer; (2) place the Commission's Executive Director for Operations in charge of all Commission staff-level activities; and (3) if necessary, seek appropriate legislation from the Congress. To ensure timely and effective Commission implementation of our recommendations, we recommended that the Congress take an active role in overseeing the process.

On March 27, 1980, the President submitted to the Congress—and on May 5, 1980, amended—a plan to reorganize the Commission. The plan positively addressed our recommendations by (1) restricting the Commissioner's functions, (2) making the Chairman the Commission's manager, and (3) requiring the Chairman to delegate day-to-day management to the Executive Director for Operations.

We generally supported the original plan, with suggestions for improvements in the area of nominations and selections of key staff. These suggestions were incorporated in the amended plan.

The House and the Senate rejected House Resolution 624 and Senate Resolution 397, resolutions to disapprove the Reorganization Plan No. 1 of 1980. The amended plan took effect on October 1, 1980. (EMD–80–17, January 15, 1980)

Leasing Program: The Best Way To Develop Potential Oil and Gas Resources in the National Petroleum Reserve in Alaska—The National Petroleum Reserve in Alaska (NPRA) is a prime example of a frontier area that has potential for major oil/gas discovery. Over many years, the Congress has directed the Navy and, more recently, the Department of the Interior to carry out an exploration program. Costs for federally sponsored exploration have ranged between $100 and $200 million a year since 1977.

In a December 1978 report, we stated that because of the high costs of Federal exploration and less than optimum results, leasing out NPRA for exploration by private industry should be considered. In April, S. 2524, S. 2525, and H.R. 7064 were introduced in the Congress to authorize such action.

In a recent follow-up report to the Senate Energy and Natural Resources and House Interior and Insular Affairs Committees, we again stated that

> *Because of its potential to provide needed domestic oil and gas resources at a critical time to the Nation—and also to help control future Federal costs—we recommend favorable action by your Committees on legislation to authorize the leasing of NPRA to provide industry for exploration and development.*

The House included language in the Interior's fiscal year 1981 appropriations bill (H.R. 7724) authorizing Interior to establish a leasing program. The Senate Appropriations Committee also adopted this language in their committee report (S. Rept. 96–985). (EMD–79–13, December 5, 1978; EMD–80–111, August 29, 1980)

Region at the Crossroads—the Pacific Northwest Searches for New Sources of Electric Energy—We recommended that the Congress relieve the Bonneville Power Administration of its charter responsibility for encouraging the widest possible use of electricity and instead charge the agency with regionwide responsibility for (1) leading the development of electricity management plans and programs, (2) encouraging conservation and the most efficient use of energy, and (3) assuring adequate public involvement in energy planning and policymaking.

We also recommended that the Congress amend the Federal Columbia River Transmission System Act to permit the Bonneville Power Administration to use its bond authority to obtain money which initially will be needed in the loan and grant fund. H.R. 8157, the Pacific Northwest Electric Power Planning and Conservation Act, carries through the thrust of our recommendation. (EMD–78–76, August 10, 1978)

Higher Civil Penalties Could Deter Nuclear Violations—The Nuclear Regulatory Commission uses civil penalties to enforce its regulations governing the construction and operation of commercial nuclear facilities and the possession, use, and disposal of nuclear materials. The maximum penalty which it can assess is too low to be an effective enforcement tool.

We recommended that the Congress increase the civil penalty amount for nuclear violations from $5,000 to $100,000 for a single violation and eliminate the limitation on the amount that can be imposed for all violations in a period of 30 consecutive days. The Nuclear Regulatory Commission authorization act for fiscal year 1980, Public Law 96–295, June 30, 1980, raised the limit per violation and removed the 30-day restriction, as we recommended. (EMD–79–9, February 16, 1979)

The Review Process for Priority Energy Projects Should Be Expedited—PACTEX was a proposed pipeline considered to be in the national interest because it would move West Coast surplus crude oil eastward to other refineries. It was abandoned by its sponsor who cited adverse effects from delays in obtaining permits and from litigation which eroded the project's economic attractiveness.

Abandonment of PACTEX added to the concern that the permit process may delay other energy transportation systems and projects of national significance. We recommended that the Congress enact a program for expediting energy projects considered to be in the national interest and establish an Energy Mobilization Board to assure its effective administration.

The Senate passed S. 1308, the Priority Energy Projects Act of 1979, and the House passed a similar bill, H.R. 4985. House and Senate conferees filed the conference committee report but the House returned it to the conferees with instruction to delete the provisions for waiver of State and Federal laws. No further action occured. (EMD–80–6, October 15, 1979)

Oil/Gas Exploration Needed on William O. Douglas Arctic Wildlife Range in Alaska—In a July 1980 report to the Senate Energy Committee, we indicated that—contrary to conclusions reached by the Secretary of the Interior—data developed by the Geological Survey on the oil and gas potential of the Arctic Wildlife Range did not support closing the range to exploration. On the contrary, we said it seemed to support exploration to acquire more data before reaching any decision.

Our report was quoted liberally by various Senators in the debate over the Alaska lands bill (S. 9). One of the key controversies in the debate concerned the question of whether to "close off" the Wildlife Range from oil and gas exploration, as was included in House-proposed legislation (H.R. 39). On August 19 the Senate—drawing heavily from our report—passed a compromise Alaska lands bill which included a call for additional seismic exploration of the Range. (EMD–80–104, July 18, 1980)

General Government

Payments in Lieu of Taxes—A variety of land payment programs have evolved over the years to compensate States and counties for tax exemptions on Federal land within their jurisdiction.

We recommended that the Congress change the land payment laws so that they are implemented on a tax-equivalency basis. As an alternative, we recommended that certain administrative weaknesses in Public Law 94–565 (Payments in Lieu of Taxes) be revised so that

- payments under the law are disassociated from receipt-sharing payments,
- deductions for receipt-sharing payments are allocated to counties where receipts were earned, or
- deductions for receipt-sharing payments are allocated to counties based on population or some other allocation method.

The House Appropriations bill for Interior and Related Agencies, H.R. 7724, used our recommendations to justify funding reductions. The bill also set aside a specific amount so that the agency could comply with our recommendations. The bill passed the House on July 30, 1980. The Senate Appropriations Committee reported the bill but did not act on our recommendations. (PAD–79–64, September 25, 1979)

Need For Change in Law To Provide FICA-SECA Offset—When the Internal Revenue Service (IRS) determines that an individual is an employee instead of an independent contractor, it assesses the employer for social security taxes it should have withheld from amounts paid, even though the employee has paid self-employment social security taxes. As a result, social security taxes are frequently collected twice on the same income.

Unless the statute of limitation has expired, IRS is precluded by the Internal Revenue Code from reducing the social security tax assessed under the Federal Insurance Contribution Act by any social security taxes the employees have paid under the Self-Employment Contributions Act.

We recommended that the Congress amend section 6521 of the Internal Revenue Code to authorize IRS to reduce the employees' portion of social security taxes assessed against employers by an appropriate portion of the self-employment social security taxes paid by reclassified employees for the open statute years.

H.R. 5460 is being considered by the House Ways and Means Committee. This bill provides criteria for determining independent contractor status and requires withholding on compensation paid to certain independent contractors. These provisions will reduce the potential for controversy between IRS and taxpayers when determining who is an independent contractor, but will not obviate the need for offset authority such as we recommended. (GGD–77–88, November 21, 1977)

Reduced Reporting Requirements—Title VIII of the Congressional Budget Act of 1974 specified that we monitor the various recurring reporting requirements of the Congress and make recommendations for changes and improvements, including the elimination of duplicative and unneeded reporting. In the conduct of our work under title VIII, we found that many reports required by law to be submitted to the Congress no longer serve a useful purpose. Specifically, during our review of some 2,300 congressional reporting requirements, we identified 235 that could be eliminated or modified. Subsequently, we transmitted our findings and recommendations to the Congress in the form of a draft legislative proposal. Our work, along with a similar effort by the Office of Management and Budget, resulted in the introduction of H.R. 6686, the Congressional Reports Elimination Act of 1980.

On July 24, we testified before the House Committee on Government Operations on H.R. 6686 and its effect. The "Congressional Reports Elimination Act of 1980," Public Law 96–470, eliminates 53 separate reporting requirements and modifies 41 others, for a total reports reduction of 94 requirements. It is estimated that net savings will approximate $7.5 million.

Limiting the President's Authority in Submitting Alternative Pay Plans—Some of those involved in determining comparability for white-collar Federal employees have been concerned about the President's extensive use of his authority to propose alternative pay plans. Because of this intervention, it was felt that the program had not been permitted to function as the Congress intended.

By law, the President may propose an alternative plan when the adjustment is not warranted because of a national emergency or because of economic conditions affecting the general welfare. In addition, the law required that comparability be based on levels of work, yet presidential adjustments have often been uniform for all grades, resulting in overpayment for some levels and underpayment for others.

It was our recommendation that the Congress amend the law to further limit the President's use of alternative plans to ensure that they will be used in situations which are more indicative of national emergencies or economic conditions affecting the general welfare.

On April 17, 1980, H.R. 7086 was introduced to amend section 5305(c) of title 5, United States Code, to provide that (1) the authority of the President to submit any alternative plan for pay comparability adjustments be available only if general wage guidelines or controls are in effect and (2) the overall percentage of any pay adjustment proposed under any such alternative plan be not less than the pay adjustment generally permitted under the general wage guidelines or controls or, if various pay adjustments are permitted, the median of such adjustments. (FPCD–80–17, November 30, 1979)

Improving the Public Buildings Program—S. 2080, which was in conference as of September 30, 1980, would establish public buildings policies for the Federal Government and reform and reorganize the public buildings program of the General Services Administration (GSA). A number of the revisions in the public buildings program are consistent with recommendations and findings in our prior reports as follows:

- Section 902 authorizes the Administrator of GSA to issue obligations to the Secretary of the Treasury to obtain funds for the acquisition, construction, or renovation of any public building. In October 1979, we reported on the cost and budgetary effect of alternative methods of acquiring space. We recommended to the Congress that it limit GSA's new financing authority to direct loans from the Treasury or the Federal Financing Bank. (LCD–80–7, October 17, 1979)
- Section 802(b) provides that no leases shall be entered into unless an appropriation has first been made for the maximum cost of such lease over its entire term. In our testimony of January 29, 1980, on S. 2080, we stated that the full-funding concept, where all outlays are recorded as budget authority the first year, does not apply to leasing, and the Congress is not provided with the advantages of this concept. The total rental payments to which the Government is committed are much greater than the annual lease payments that appear as budget authority in the annual appropriation acts. This section as revised is consistent with our testimony.
- Section 705(a) provides that the Economy Act of 1932 limitation on alterations in leased space shall not apply to GSA leases. In 1978, we reported on GSA practices for altering leased space and made recommendations to correct deficient practices. Among these was a recommendation to the Congress to eliminate the 25-percent limitation on alterations, improvements, and repairs in rented buildings. (LCD–78–338, September 14, 1978)
- Section 801(4) requires the Administrator of GSA to submit each year for authorization a list of buildings proposed to be vacated in whole or in part, to be exchanged for other property, or to be disposed of. In connection with exchanges, we recommended to the Congress that exchanges of property over $500,000 be subject to either approval by or advance reporting to the Congress. (LCD–75–314, March 3, 1975)
- Section 706(a) states that the Administrator of GSA shall solicit competitive bids to procure space by lease. We reported to the Congress that frequently competition is limited on lease awards and that several awards were made on the basis of a single offer. We recommended to GSA that competition be obtained to the maximum extent practicable for new leases and follow-on leases. (LCD–77–354, January 24, 1978)
- Section 109(b) requires that GSA maintain a list of needed repairs and renovations for public buildings and for leased buildings. According to the committee report on the bill, "GAO has reported that the GSA system for reporting and scheduling needed repairs is not working well. That is why the bill requires in Section 109 that GSA compile and maintain a list of needed repairs." (LCD–79–310, July 17, 1979)
- Section 704 states that, except where there is an urgent need, space will not be leased for computer and other specified purposes. We reported various deficiencies in GSA contracting for alterations in leased buildings, including converting office space to computer or laboratory space. (LCD–78–338, September 14, 1978; LCD–77–354, January 24, 1978)

Providing Better Information to the Congress on the Government's Use of Consulting Services—For years we have issued numerous reports calling for agencies to improve their management of consulting services, yet there has been little improvement. The Congress' ability to exercise effective oversight has been hampered by a lack of information on the cost, purposes, and justification for agencies' use of consultants.

In June 1980, we recommended that the Congress require agencies to submit annually to the House and Senate Appropriations Committees a justification for their use of consultants and estimated costs. In addition, we recommended that each Inspector General submit to the Congress an evaluation of the progress made by their respective agency to improve management control over the use of consultants and provide accurate information on consultant expenditures.

In August 1980, the Congress included these recommendations in the fiscal year 1980 Supplemental Appropriations Act, Public Law 96–304. (FPCD–80–48, June 5, 1980)

Oversight Reform Proposals—We testified before the House Rules Committee on May 23, 1979, and the Senate Governmental Affairs Committee on July 12, 1979, about bills intended to strengthen congressional review of Government programs. We also worked with committee staffs, particularly on analysis of the workload implications of oversight reform proposals. The committee staffs relied heavily on our program inventory data base in their analysis of programs to be covered by legislation. Our work was specifically cited in S. 2, the Sunset Act of 1980, and in committee reports by both the Senate Governmental Affairs Committee and the Senate Rules and Administration Committee.

Action Taken To Raise Patent and Trademark Fees—H.R. 6933, a bill "(t)o amend the patent and trademark laws," was introduced in the House of Representatives and referred to the Committee on the Judiciary on March 26, 1980. Section 2 of this bill would completely restructure the basic fee provisions of the patent laws by authorizing the setting of fees administratively for (1) processing an application, (2) maintaining a patent in force, and (3) providing all other patent services and materials.

The "Statement of Purpose and Need" accompanying this bill contained the following statement:

> *The November 14, 1978 Comptroller General's report to the Congress, Patent and Trademark Fees Need to Be Raised, documents the decline in the percentage of operating costs recovered by fee income. The report recommends that fees be raised to provide a more equitable balance between the benefits received by users of the patent system and the general public. The report makes no recommendation, however, as to how*

high fees should be raised.

Fees were set to recover 50 percent of estimated average processing costs over the life of a patent. This bill was approved by the House Committee on the Judiciary on August 20, 1980. (CED–78–163, November 14, 1978)

New Mechanism for Managing Information Resources—The House passed H.R. 6410, the Paperwork Reduction Act of 1980, March 24, 1980, and the Senate Governmental Affairs Committee reported the companion bill, S. 1411, September 8, 1980. These bills create a central office in the Office of Management and Budget responsible for setting Government-wide information policies and providing oversight for the agencies' information activities.

We testified on February 7, 1980, before the House Government Operations Subcommittee on Legislation and National Security, and we issued reports on agency activities covered by both bills. The reports recommended improvements in the Federal Government's management of its information resources. The new policy-setting and oversight mechanism created by the bills hopefully will alleviate some of the problems we identified.

The bills also implemented recommendations of other groups that studied aspects of information management. These groups include the Commission on Federal Paperwork, Domestic Council Committee on the Right of Privacy, and the President's Federal Data Processing Reorganization Project team.

State and Local Government Productivity Improvement: What Is the Federal Role?—In December 1978, we reported that improving State and local productivity would help promote the Federal interest in strengthening the national economy and in increasing the effectiveness of Federal programs that rely on State and local governments for their implementation.

We recommended that the Congress amend the Intergovernmental Personnel Act to authorize funding for general management improvement projects for State and local governments, and to provide funding to the Bureau of Labor Statistics needed to measure State and local government productivity trends.

The proposed Intergovernmental Productivity Improvement Act (H.R. 3274, 96th Congress) would provide Federal seed money to assist State and local governments launching innovative productivity improvement projects. (GGD–78–104, December 6, 1978)

Changes Needed in the Relocation Act To Achieve More Uniform Treatment of Persons Displaced by Federal Programs—In March 1978, we reported that the Federal Government had not provided uniform treatment to people displaced from their homes and businesses by Federal or federally assisted programs. The root cause of this lies within the Uniform Relocation Act. The act does not provide sufficient coverage and benefits to protect all who suffer hardships when displaced. Also, as long as each Federal agency has the authority to issue its own relocation regulations, inconsistencies and inequities can be expected to continue.

We recommended that the Congress consider whether the act should cover all displacement caused by Federal or federally assisted acquisition and nonacquisition projects. We also recommended that the Congress consider providing additional benefits to displaced businesses. To provide authority to manage effectively the requirements of the act, we recommended that the Congress amend the act to require the President to issue a single set of relocation regulations and designate a central organization to direct and oversee uniform procedures Government-wide.

S. 1108 and H.R. 6756, introduced in the 96th Congress, give the President authority to (1) designate one agency to establish a single uniform set of regulations and procedures, (2) provide the designated agency authority to assure the uniform application and interpretation of the regulations, and (3) attempt to clarify the coverage of the present act. (GGD–78–6, March 8, 1978)

The Problems of Determining Whether an Individual is an Employee or Self-Employed—We determined that there is a clear need for legislative solutions to the problem of determining whether an individual is an employee or a self-employed independent contractor.

We recommended that section 3121 of the Internal Revenue Code be amended to exclude separate business entities from the common-law definition of employee in those instances where they

- have a separate set of books and records which reflect items of income and expenses of the trade or business,
- have the risk of suffering a loss and opportunity of making a profit,
- have a principal place of business other than at the place of business furnished by the persons for whom he or she performs or furnishes services, and
- hold themselves out in their own name as self-employed and/or make their services generally available to the public.

We further recommended that the Congress amend section 3121 to require separate business entities to meet three of the four criteria before using the common-law definition to determine employment status. If the independent contractor cannot meet three of the criteria, we recommended that the contractor be considered an employee.

H.R. 5460 was introduced to deal with the overall problem of defining employees and independent contractors. The bill contains much of the substance of our recommendation. (GGD–77–88, November 21, 1977)

Audit Waivers Required for Some Revenue-Sharing Recipients—We reported that the more stringent audit requirements established by the Revenue Sharing Act Amendments of 1976 and the Office of Revenue Sharing's quality control efforts were upgrading the quality of audits received by State and local governments. Most State audit agencies that were making unacceptable audits were correcting their deficiencies. However, before bringing their practices into conformance with generally accepted auditing standards, some of the State audit agencies had already completed audits of State and local governments.

To preclude the necessity of repeating these audits, we recommended that the Congress amend the act to provide explicit authority for the Secretary of the Treasury to grant waivers to governments audited by such State agencies if the agencies were making progress to meet the act's auditing standards requirements. The House Government Operations Committee reported H.R. 7112, the State and Local Fiscal Assistance Act Amendments of 1980, which provided the Secretary of the Treasury the recommended waiver authority. (GGD–80–35, May 16, 1980)

More Equitable Tax Treatment Needed for the "Innocent Spouse" in Community Property States—In seven community property States, each spouse is liable for taxes on one-half of the income of the married couple. In cases where the couples are separated, each spouse is liable for taxes on one-half of the couples' income even though one spouse may actually receive little or none of the community income.

On January 22, 1980, H.R. 6247 was introduced encompassing the recommendation that the Internal Revenue Code of 1954 be amended to provide that, in certain cases when married individuals live apart, community property will not apply for Federal tax purposes. Treasury and the staff of the Joint Committee on Taxation assisted in drafting the proposed bill. (GGD–77–56, July 12, 1977)

Need For Changes to the Summons Provisions of the Internal Revenue Code—Through the Tax Reform Act of 1976, taxpayers gained the right to be notified of the issuance of a third-party Internal Revenue Service (IRS) summons. Taxpayers were further authorized to stay summons compliance by third parties pending a court action in which they could participate. However, actual experience with the law showed that many taxpayers were staying compliance solely for the purpose of delaying an IRS investigation.

We recommended that the Congress amend the summons provisions set forth in section 7609 of the Internal Revenue Code by adopting the stay of compliance procedures contained in section 1105 of the Right to Financial Privacy Act of 1978 (Public Law 95–630, November 10, 1978). Taxpayers would retain the rights granted them in the Tax Reform Act but no longer could use these rights as delaying tactics.

This matter was discussed in a report to the Joint Committee on Taxation (GGD–78–110, March 12, 1979) and in testimony before the Senate Permanent Subcommittee on Investigations (December 13, 1979). Subsequent to our testimony, Senate bill 2404 was introduced and, if enacted, essentially would implement our recommendation. (GGD–80–76, June 17, 1980)

Need for Changes to the Disclosure Provisions of the Internal Revenue Code—Through the Tax Reform Act of 1976, the Congress tightened the rules governing disclosure of tax information, thereby affording taxpayers increased privacy. However, the disclosure provisions also affected coordination between the Internal Revenue Service (IRS) and other members of the law enforcement community. Coordination with Department of Justice attorneys has been affected because, in certain situations, IRS is restricted from alerting attorneys that it has tax information that may be valuable to them as Federal law enforcement coordinators. Coordination with the law enforcement community in general has been hampered by limitations on IRS' ability to disclose information about non-tax criminal and civil matters.

We recommended that the Congress amend the disclosure provisions set forth in section 6103 of the Internal Revenue Code to establish a better balance between legitimate privacy concerns and equally legitimate law enforcement information needs.

These matters were discussed in a report of the Joint Committee on Taxation (GGD–78–110, March 12, 1979) and in testimony before the Senate Permanent Subcommittee on Investigations (December 13, 1979). Subsequent to our testimony, Senate bills 2402, 2404, and 2405 were introduced and, if enacted, would substantially revise the disclosure provisions. (GGD–80–76, June 17, 1980)

Legislative Change Needed To Eliminate the Requirement for a Declaration of Estimated Tax—Each year taxpayers submit declaration vouchers to the Internal Revenue Service (IRS) to comply with the estimated tax provisions. IRS has no need for vouchers received without remittances, and each year destroys hundreds of thousands of nonremittance vouchers submitted by taxpayers who have sufficient tax credits from a previous year. Based on incomplete IRS data for the estimated tax filing year ending January 15, 1980, we estimated that IRS destroyed about 234,500 vouchers at an estimated cost of about $11,400. It cost the taxpayers about $35,200 in postage to file the vouchers.

We recommended that the Internal Revenue Code be amended to remove the requirement that individual taxpayers make declarations of estimated tax. S. 2825, which contained our proposed amendments, was introduced on June 12, 1980. (GGD–80–61, May 8, 1980)

Draft Legislation To Create a National Productivity Council—In November 1979, we provided the Joint Economic Committee with proposed legislation to create a national productivity council to stimulate productivity growth in the public and private sectors. Our proposal spelled out how we believed a national productivity council should be structured and organized.

S. 2417 and H.R. 6462 were introduced and were modeled on our proposal. (B–163762, November 13, 1979)

Regulatory Reform—In May 1979, we testified on regulatory reform legislation before the Senate Governmental Affairs Committee. At that time, responsibility for monitoring agency compliance with regulatory analysis and evaluation requirements would have been vested with the Congressional Budget Office. We strongly recommended that that function be vested with our Office. Similarly, in testimony before the House Judiciary Subcommittee on Administrative Law and Government Relations, we recommended that the House version of regulatory reform legislation contain a provision for oversight by our Office.

As a result of our testimony and consultation with the committees, S. 262 and H.R. 3263 were amended to provide for our oversight of the regulatory analysis process prior to the bills being reported by the Senate Governmental Affairs Committee and the House Judiciary Committee, respectively.

An Improved Approach to the Public Debt Legislation Has Been Adopted—The Congress has attempted to control the size of the public debt over the last several years by enacting temporary debt ceilings which expired in a year or less. Although that approach gave the Congress flexibility in changing the ceiling, it also resulted in additional costs and other undesirable conditions when legislation to enact new ceilings after the temporary ceiling expired was delayed.

We reported to the House Ways and Means Committee on the added costs and other problems caused by the delays, such as the disruption of the Government's financing operations and as much as $15 million in unnecessary interest costs during 1978 and 1979. We also noted that the periodic consideration of temporary debt ceiling legislation duplicated efforts made in developing debt levels for the annual congressional budget resolutions. We recommended that the Congress implement an approach to set the debt ceiling at the level established in the budget resolution. Public Law 96–78 adopted the recommendation effective with fiscal year 1981. (FGMSD–79–58, September 7, 1979)

Health

Competition for Medicaid Laboratory Services and Supplies Should Be Permitted—We found that large savings would accrue if States obtained laboratory services and supplies through competitive procurement actions. However, there were questions about the legal authorization of States to take such actions. To overcome these questions we recommended that the Congress enact legislation amending the Medicaid law which would (1) authorize competitive procurement of laboratory services on an experimental basis and (2) limit Medicaid payments to a laboratory to the lowest charge to other purchasers for comparable services. In addition, to assist the competitive procurement of Medicaid supplies by eliminating any possibility of questions through the freedom-of-choice provision of title XIX of the Social Security Act, the Congress should amend section 1902(a)(23) of the act to specifically exclude eyeglasses, hearing aids, oxygen, and such common items of durable medical equipment as the Secretary of Health and Human Services may prescribe.

Provisions were included in both the House and Senate versions of the Reconciliation Act (H.R. 7765 and S. 2885) which would address these recommendations. (HRD–78–60, July 6, 1978)

Need To Modify Proposal Concerning Medicaid Payments to Nursing Homes—A proposal was made in the Senate to give States more autonomy in developing the methods used to pay nursing homes under Medicaid. We believed that the proposal could result in increased costs and recommended that the Congress not adopt the proposal unless it is modified to (1) eliminate the possible removal of the Department of Health and Human Services from the rate-setting process, (2) eliminate the possible nullification of nursing home cost-reporting requirements, and (3) address our concerns about the availability of nursing home services to Medicaid recipients and the ability of States to assure such availability.

In reporting H.R. 934, the proposal was modified by the Senate Committee on Finance in line with our recommendations. (HRD–80–1, October 15, 1979)

Federal Sharing in State Costs Related to Medicaid Management Information Systems Should Be Based on State Performance—Public Law 92–603 authorized increased Federal funding of State costs related to Medicaid management information systems approved by the Department of Health and Human Services (HHS). The expected benefits from the use of such systems were not to be realized. We concluded that the States should receive increased Federal funding on the basis of performance, and not merely for having an approved information system.

To enable HHS to better manage and control Medicaid management information systems, we recommended that the Congress amend title XIX of the Social Security Act to require HHS to establish systems performance standards and to require that HHS periodically reevaluate approved systems to determine if they continue to meet Federal requirements.

The Mental Health Systems Act, Public Law 96–398, contains a provision which would implement this recommendation. (HRD–78–151, September 26, 1978)

More Coordinated Federal and Private Efforts Are Needed To Improve Obstetrical Care—To help ensure high quality obstetrical care during childbirth, we recommended that the Federal Government take certain steps, such as

- coordinating its activities,
- intensifying efforts to educate the public on the benefits and risk of obstetric practices,
- encouraging Professional Standards Review Organizations to do more and better evaluations of the quality of obstetrical care, and
- considering additional efforts that could be made to ensure the safety and effectiveness of medical devices used during childbirth.

In January 1980, H.R. 6341 was introduced which would require the Department of Health and Human Services to initiate several actions that are consistent with our finding and recommendations. (HRD–80–24, January 21, 1980; HRD–79–85, September 24, 1979)

Increased Use of Expanded Function Dental Auxiliaries Would Benefit Consumers, Dentists, and Taxpayers—We reported that more private and public health department dental patients could be treated and costs reduced if States permited expanded function dental auxiliaries (EFDA's) to complete restorations. The Administration had proposed ending Federal funding of the EFDA program.

The Senate passed S. 2375, the Health

Professions Training and Distribution Act of 1980, which supported the EFDA program, and the House passed H.R. 7203, which reauthorized the program. Also, based on our findings, the Secretary of Health and Human Services was directed to work with the Council of State Governments and the dental profession to persuade States to permit EFDA's to complete restorations under a dentist's supervision. (HRD–80–51, March 7, 1980)

Formation of A Civilian–Military Contingency Hospital System—We reported that the Department of Defense (DOD) was developing a civilian-military contingency hospital system for treating returning battlefield casualties because it had insufficient resources of its own. In our opinion the most important issue regarding DOD's implementation of its plan was the extent of support the Veterans Administration (VA) health care system could provide. In VA's opinion, it could not support DOD without modifications to its current legislative authority and responsibilities. Therefore, we recommended that the Congress enact the needed legislation.

On September 17, 1980, H.R. 8133 was introduced. The purpose of the bill's title I was to allow VA to furnish hospital care to certain members of the Armed Forces injured during a period of war or other armed conflict. Title I would, therefore, address the major concern raised in our report to the Congress. (HRD–80–76, June 26, 1980)

In addition, title II of H.R. 8133 would expand the authority for sharing medical resources between DOD and VA health care facilities. Its purpose is to promote maximum use of existing medical resources between these agencies' facilities in the same locality. Title II incorporates many of the recommendations made in another earlier report we issued concerning legislation needed to encourage interagency sharing of medical resources and remove certain impediments to sharing. (HRD–78–54, June 14, 1978)

Better Use of Federal Medical Resources and Improved Interagency Sharing-In June 1978, we recommended that the Congress enact legislation to establish a greatly expanded and cost-effective interagency medical resource sharing program. Specifically, we recommended the removal of certain legal and adminstrative obstacles to medical resource sharing by enacting legislation to

- establish a Federal policy that directs interagency sharing when appropriate;
- authorize each Federal direct health care provider to accept all categories of eligible beneficiaries on a referral basis when advantageous to the Government and care of primary beneficiaries would not be adversely affected;
- eliminate all restrictions on the types of medical services which can be shared;
- authorize Federal field hospital managers to enter into sharing arrangements, subject to headquarters' veto only if judged not in the best interest of the Government;
- authorize expansion of services as necessary to use Federal medical resources in the most cost-effective manner; and
- authorize establishing a method of reimbursement under which the providing Federal hospital would receive any revenues received to offset any expenses incurred.

We also testified before the Senate Committee on Governmental Affairs on July 30, 1980, on S. 2958, a bill to ensure the development and implementation of policies and procedures to encourage the Veterans Administration, the Department of Defense, and other Federal health care providers to cooperate in the efficient and effective use of Federal medical resources. We concluded that S. 2958 was the legislative statment needed to encourage and enable the more efficient use of Federal medical resources while maintaining and, perhaps, enhancing the quality of care provided to Federal beneficiaries.

The Senate passed S. 2958 on September 29, 1980. It contained the major provisions advocated in our June 1978 report. (HRD–78–54, June 14, 1978)

Income Security

Number of Newly Arrived Aliens Who Receive Supplemental Security Income Needs To Be Reduced—We reported that about $56 million in Supplemental Security Income (SSI) was provided annually to newly arrived aliens (other than refugees) in five States. Legislation is needed before any significant reduction in public assistance to newly arrived aliens will be realized.

We recommended that the Congress enact legislation

- establishing a residence requirement to prevent assistance payments to newly arrived aliens, if the condition upon which eligibility is established existed before entry;
- making the affidavit of support legally binding on the sponsor; and
- making aliens subject to deportation if they receive Federal, State, or local public assistance because of conditions existing before entry by defining public charge to include receiving any public assistance, regardless of whether repayment is required.

The Congress did not adopt these recommendations, but did pass Public Law 96–265 on June 9, 1980, which should result in fewer newly arrived aliens receiving SSI. The proposed use by the Department of State of the "deeming" formula established by Public Law 96–265 as a general guide for determining visa applicant's eligibility for entry into the United States has potential to reduce the number of aliens who would be eligible for SSI. Use of this formula in determining whether aged, blind, or disabled applicants are likely to become public charges and thus ineligible for admission into the United States would probably mitigate the need for further legislative action. (HRD–78–50, February 22, 1978)

Need To Prevent Windfall Benefits to Supplemental Security Income Recipients—We reported that in fiscal year 1977, Supplemental Security Income (SSI) recipients received windfall benefits totaling an estimated $43.6 million as a result of receiving retroactive social security retirement, survivors, or disability benefits. Also, SSI recipients received undetermined windfall benefits by obtaining income from other sources, including veterans' compensation and pensions and railroad retirement benefits.

Windfall benefits occur when other retroactive income covering prior quarters is received in a current quarter and is greater than the current quarter's SSI benefits. Because the Social Security Act does not provide for the recovery of these windfall payments, a program inequity is created allowing recipients of large retroactive payments to receive more SSI benefits than recipients who receive a similar amount of non-SSI income on a monthly basis.

We recommended that the Congress give favorable consideration to proposed legislation which would allow the offset of SSI windfall benefits against retroactive social security payments. On June 9, 1980, Public Law 96–265 was enacted. Section 501 of the law provides for adjustment of retroactive title II social security benefits under the old-age, survivors, and disability insurance programs on account of SSI benefits. This section is effective for title II benefits, entitlement for which is determined on or after July 1, 1981. The estimated net savings which will result from this provision are $121 million for the period 1981 through 1985. (HRD–80–44, May 30, 1980)

Savings to the Social Security System If Benefits Were Calculated to the Nearest Penny—Section 215(g) of the Social Security Act (42 U.S.C. 415(g)) requires calculation of Social Security Retirement and Survivors Insurance benefit amounts which are not a multiple of $0.10 to be rounded to the next higher $0.10. We estimated a savings of $386 million to the Retirement and Survivors Insurance Program for the period 1980 through 1986 if section 215(g) were amended to provide that benefits be calculated to the nearest penny. A smaller savings would also be achieved for the Disability Insurance Program.

We reported to the House Subcommittee on Social Security that the Congress should amend section 215(g) of the Social Security Act to require calculation of social security benefit amounts to the nearest penny rather than up to the next higher dime. H.R. 6652 was introduced to the House Committee on Ways and Means on February 27, 1980, and provided for rounding benefit amounts to the nearest multiple of $0.10 rather than to the next higher multiple of $0.10. The proposal is not the same as our recommendation, but if enacted, it should result in similar savings. (HRD–78–160, September 8, 1978)

Social Security Student Benefits for Postsecondary Students Should Be Discontinued—The Social Security Administration pays benefits to postsecondary students who are the dependents or survivors of insured wage earners. This program is an unnecessary burden on the trust funds, contributes to other Federal education aid programs paying unneeded benefits, and is an inequitable system for dispensing education aid. We reported that the Office of Education was willing to provide aid more equitable to most postsecondary students now receiving payments from Social Security.

We recommended that the Congress amend the Social Security Act to discontinue payments to postsecondary students. Estimated net first-year savings to the Social Security taxpayers would be $1.4 billion and net savings to all taxpayers would be about $1.1 billion after considering an increase in existing educational programs. In line with our recommendation, H.R. 6789 (March 12, 1980), was introduced and includes a proposal to reduce payment of student benefits by lowering the age when entitlement ends and by terminating benefits to individuals upon completion of secondary school. (HRD–79–108, August 30, 1979)

Flexibility Needed in Funding State Administrative Expenses for the Summer Feeding Program—Because some States have large and particularly difficult summer food service programs to manage, we recommended that the Congress revise the summer feeding program legislation to give the Secretary of Agriculture more flexibility in providing administrative funds to meet the different needs of States.

As amended and passed by the Senate on July 25, 1980, H.R. 7664, which passed the House on July 21, 1980, included a provision which would authorize the Secretary to establish criteria under which additional funds may be provided to a State for its administrative costs if a State justifies to the Secretary that such State would otherwise have insufficient resources available to ensure program integrity. The bill was scheduled to go to conference during the week of September 15, 1980. (CED–78–90, March 31, 1978)

Need To Reduce Duplication and Increase Efficiency of Federal Domestic Food Assistance Programs—To eliminate the principal benefit gaps and duplications in Federal food assistance programs and to improve their overall coordination, we recommended that the Congress

- adopt a uniform definition of the term "needy" and establish consistent criteria and procedures for determining who is eligible for Federal food assistance;
- approve an explicit national policy on how much food assistance should be provided to needy Americans by the Federal Government;
- consolidate Federal food programs;
- authorize the Secretary of Agriculture to implement individualized food stamp allotments nationwide, if demonstration projects show the feasibility for such allotments; and
- require a single State/local agency to be responsible for certain administrative aspects of designated Federal food programs to help assure a more efficient delivery of food assistance to needy Americans.

Three bills relating to our recommendations were introduced in the 96th Congress but were not acted on. S. 605, introduced in March 1979, proposed consolidation of the food stamp program, the child feeding programs under the National School Lunch Act and the Child Nutrition Act of 1966, the expanded food and nutrition education program provided under the Smith-Lever Act, and the commodity supplemental food program. S. 2360 and H.R. 6821, introduced in February and March 1980, respectively, proposed reductions in food stamp benefits when households contain members who have meals provided under the national school lunch program available to them. (CED-78-113, June 13, 1978)

International Affairs and Finance

The Critical Role of Government in International Air Transportation—We reported that the Government tries to help its international carriers earn profits and eliminate unfair competitive practices and/or discrimination. We noted this is becoming increasingly important because the competitive position of U.S. international carriers has been declining.

We recommended that the Congress amend the International Air Transportation Fair Competitive Practices Act of 1974 to provide for prompt Government response to unfair competitive practices.

Public Law 96-192, February 15, 1980, amends section 2 of the Air Transportation Fair Competitive Practices Act to require the Civil Aeronautics Board to take action wihin 60 days after receipt of a complaint. Extensions of 30 days each can be granted if the Board thinks the complaint can be resolved through negotiations. However, the aggregate period for taking action may not exceed 180 days from the time the complaint is received. This legislative requirement is similar to our recommendation. (ID-77-50, March 17, 1978)

Improving the Management of Foreign Economic Assistance Programs—Many of our reviews made in 1980 have assisted both the Senate and House Authorization/Appropriations Committees in their deliberations and decisions on the foreign assistance programs. Four reports provided committee members the basis for reviewing the Agency for International Development's worldwide education program, the effectiveness of an agricultural development program in Indonesia, the results of health programs in Kenya, and the use made of food aid to Zaire. These reports contain numerous suggestions and recommendations for improved program performance and were used by the House Appropriations Committee in formulating its recommendations on the size, amount, and direction of the 1981 foreign assistance program, H.R. 7854. (ID-80-18, May 5, 1980; ID-80-25, February 22, 1980; ID-80-29, June 11, 1980; ID-80-34, April 24, 1980)

Improving Financial Management in the United Nations—The House Foreign Affairs Committee has recommended changes in the International Security and Development Cooperation Act of 1980, H.R. 6942, which would provide that the President seek to upgrade the quality of external audit and evaluations in the United Nations. In making these recommendations the Committee was guided by recommendations made in a series of our reports in this area, particularly by our report on audits and evaluations. The bill H.R. 6942 was in conference as of September 30, 1980. (ID-79-56, September 24, 1979)

U.S. Administration of the Antidumping Act of 1921—The Antidumping Act of 1921 was intended to protect U.S. producers from unfairly priced imports. We found that because of its complex provisions and because of a changed world economy, neither the act nor its administration by the U.S. Treasury and the International Trade Commission effectively provided such protection.

We made a number of recommendations to improve legislative antidumping provisions. These included

- reducing the time for investigating whether goods have been sold at less than fair value,
- reducing delays in assessing dumping duties, and
- improving administrative practices.

The Trade Agreements Act of 1979, effective January 1, 1980, repealed the Antidumping Act of 1921, and the new antidumping provisions are now included in title 7 of the Tariff Act of 1930 (sections 731-778). The changes made to the legislation and its administration represent actions responsive to our recommendations. (ID-79-15, March 15, 1979)

Law Enforcement and Justice

Pretrial Services—On May 14, 1980, S. 2705 was introduced to amend chapter 208 of title 18 U.S. Code relating to pretrial services. As part of the support for the bill, our report entitled "The Federal Bail Process Fosters Inequities" to substantiate the value of Pretrial Service Agencies was quoted in the Senate. (GGD-78-105, October 17, 1978)

Amending the Freedom of Information Act—On December 6, 1979, S. 2086 was introduced to amend the Freedom of Information Act to require within 30 days after the request for information that the requester be notified as to the number of pages encompassed by the request and the time limits imposed upon the agency. It also requires the agency to determine whether to comply with the request and notify the requester within 60 days. Basically, this bill encompasses the legislative changes we suggested in our report entitled "Timeliness and Completeness of FBI Responses to Requests Under the Freedom of Information and Privacy Acts Have Improved." (GGD-78-51, April 10, 1978)

Magistrate's Jurisdiction Expanded—The flood of cases in the criminal justice system has caused delays in the disposition of cases and has meant that some suspects are released rather than tried. Previously, Federal magistrates lacked the authority to hear even minor narcotics cases. Thus, we recommended that the Congress expand the capacity of the Federal court system by passing legislation to expand the magistrates' jurisdiction to encompass most misdemeanors.

Congress passed Public Law 96-82, the Federal Magistrates Act of 1979, authorizing an expansion of magistrates' jurisdictions and providing them with authority to hear certain types of narcotics cases. This action has been recommended in two of our reports. (GGD-78-17, December 2, 1977; GGD-74-104, September 19, 1974)

Need for Legislation To Make Illegal Any Unauthorized Possession/Transfer of Controlled Substances on High Seas—U.S. law generally does not cover the possession of narcotics on the high seas by U.S. citizens or by anyone aboard U.S. vessels. We recommended that legislation be enacted making it illegal for any person on a U.S. vessel, on a vessel subject to U.S. jurisdiction, or for a U.S. citizen on board any vessel to illegally possess or transfer on the high seas a controlled substance. S. 1722, the Criminal Code Reform Act, contains language conforming with our recommendation. (GGD–80–4, October 25, 1980)

National Defense

Members of the Military Services Must Now Serve the Full Term of Their Initial Enlistments to Qualify for Veterans' Benefits—Attrition of those who entered military service during fiscal year 1974 through 1977 cost the Government an estimated $5.2 billion including veterans' benefits available to servicemen after discharge. It was estimated that about half of those separated early are eligible for lifetime veterans' benefits at a cost of $2.7 billion.

We recommended that the Congress modify the laws applicable to veterans' benefits to require members to serve the full term of their initial enlistments to qualify. Exceptions should be made for individuals discharged for reason of a service-connected disability.

The Congress approved such a provision in the Department of Defense Authorization Act for fiscal year 1981 (Public Law 96–342). (FPCD–79–28, February 16, 1979)

Will the Precision Location Strike System Be Effective Under Wartime Conditions?—The Precision Location Strike System (PLSS) is being developed to detect, identify, and locate electronic emitters (primarily air defense radars) and to direct strike aircraft against them. We recommended that the Secretary of Defense have the Defense Systems Acquisition Review Council (DSARC) review the PLSS program considering such matters as (1) the results of countermeasures study, (2) the effect of Soviet air defense deployment on PLSS effectiveness, (3) central processing subsystem survivability, (4) PLSS strike effectiveness with and without standoff weapons, (5) the potential effect of friendly forces' interference with PLSS, and (6) an affirmation or redefinition of the PLSS mission. The DSARC review and its recommendation(s) should be supported by a current cost-effectiveness analysis that reflects the present PLSS program.

The House Committee on Appropriations report to accompany bill H.R. 8105, the Defense appropriation bill, stated that the committee has thoroughly assessed our report, the committee's Surveys and Investigations Staff reports, the serious degradation of the PLSS system, the uncertainty of PLSS program costs, and other issues and limitations, and concluded that further funding of this system cannot be justified. Therefore, the committee recommended that the $30.9 million budgeted for PLSS be denied and the program terminated. The House passed H.R. 8105 with this change. (C–PSAD–80–23, February 29, 1980)

The Joint Tactical Information Distribution System—How Important Is It?—The Joint Tactical Information Distribution System is intended to provide real-time digital data to the U.S.military services and North Atlantic Treaty Organization (NATO) forces. We recommended that the Secretary of Defense (1) reconfirm the need, priority, and characteristics of the System and resolve the existing interservice conflicts and (2) make sure that cost-effectiveness studies consider the results of cost-reduction efforts which could involve significant degradation to requirements.

The House report of the Committee on Appropriations to accompany bill H.R. 8105, the Defense appropriation bill, referred to our reservations about the cost-effectiveness and other aspects of the program. The committee recommended a $30.1 million reduction from the $72.2 million requested by the Air Force. The House passed H.R. 8105 with this change. (PSAD–80–22, January 30, 1980)

Army's FY 1980 Programs for Procuring Conventional Ammunition, Modernization, and Expansion—We reported that the Army had requested $974 million for 66 conventional ammunition items and $257 million for 8 projects for modernizing and expanding the Army's ammunition production base.

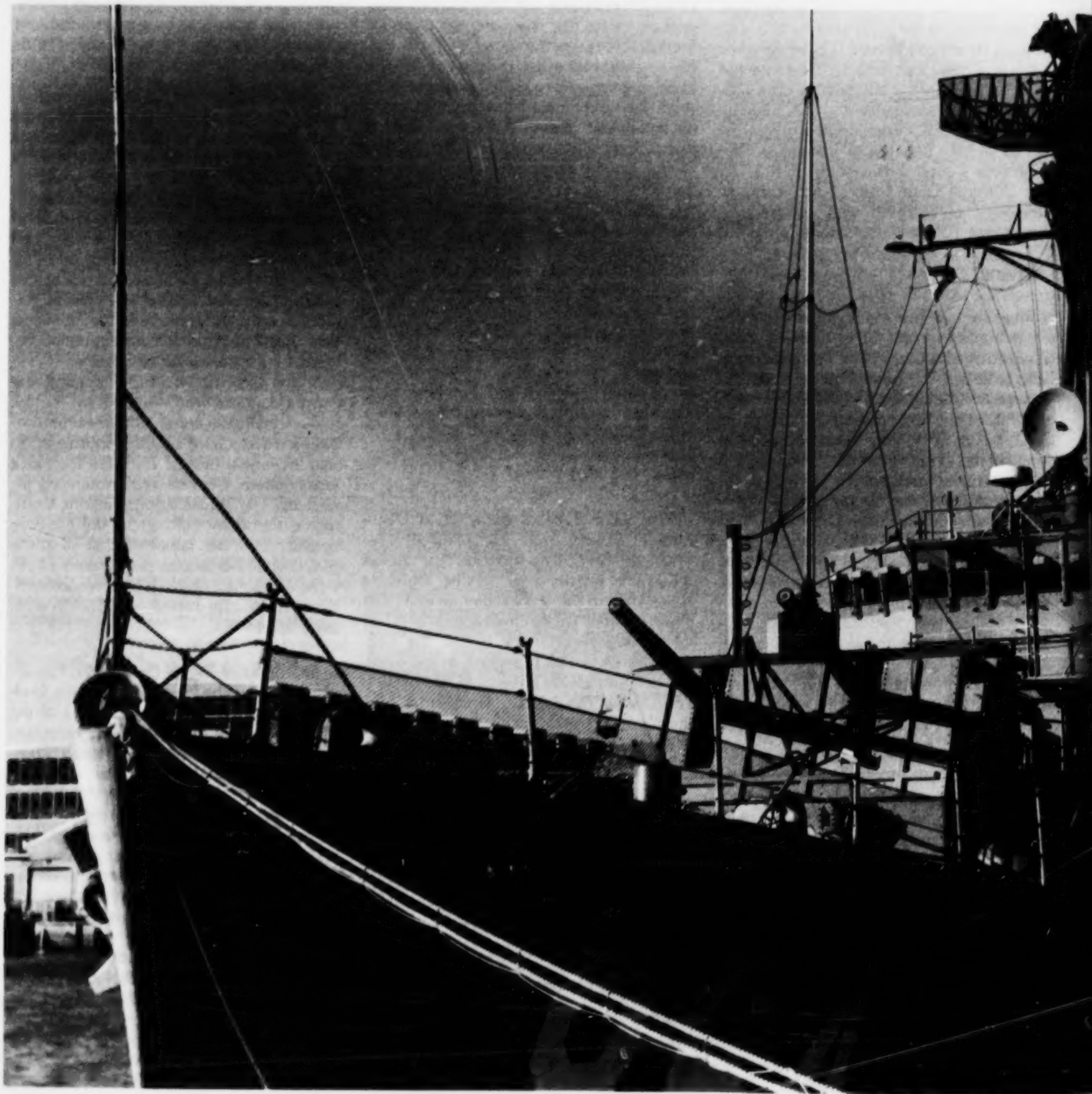
We concluded that (1) it was premature for the Congress to provide funds for three ammunition items; (2) there was no longer a need to procure one ammunition item; (3) the funds needed for seven ammunition items were less than the amounts requested; (4) it was premature to expand the production facilities for one item; and (5) less funds were required for an initial production facility because of the project's redesign after the budget submission. Additionally, we recommended that the fiscal year 1980 ammunition appropriation request be increased for nine items.

In line with our recommendations, the Army's request was reduced by $120.2 million in those areas where we recommended reductions and the appropriation was increased by $27.7 million for those areas where we had recommended increases. The House Appropriations Committee report for H.R. 8105, the Defense appropriation bill, indicated that all of the reductions and increases indicated above were due to the findings and recommendations of our report. (LCD–79–416, June 15, 1979)

Retention of FRAM Destroyers May Be Impractical—The Navy informed the Congress that it intended to retire 20 of the destroyers in the Naval Reserve Force during 1980. The Senate and House Committees on Appropriations agreed in conference that the Navy should retain 12 of the destroyers while a careful review of the practicality of retaining the remaining ships was being conducted. The conferees also instructed the Navy to proceed with the overhaul of two of the ships for which $34 million that the Navy had not requested was appropriated.

In view of reductions in the Navy's current force level objectives, the questionable feasibility of upgrading the ships to be combat-capable, and the time and cost required to overhaul and upgrade the ships, we concluded that retaining the reserve destroyers may be impractical.

Pictured is the USS Ellison, a Naval Fleet Rehabilitation and Modernization (FRAM) destroyer. As a result of a GAO report which discussed the impracticality of upgrading two Navy FRAM destroyers, one of the two overhauls was cancelled at a savings of $15 million. (Photo courtesy of U.S. Department of the Navy)



As a result of our report, one of the two overhauls was cancelled at a savings of $15 million. This amount is reflected in House Report 96–1317 on H.R. 8105, the Defense appropriation bill. (LCD–80–76, July 3, 1980)

Financial and Legal Implications of Cancellation of Arms Purchase Agreements—We recommended that the Congress consider amending the Arms Export Control Act to require foreign customers to have funds on hand at all times to cover all potential termination costs in the event of any cancellation of foreign military sales agreements. H.R. 6942, as passed by the House, contains our recommendations. The Senate-passed version of H.R. 6942 does not. The bill was in conference as of September 30, 1980. (FGMSD–79–47, July 25, 1979)

Ceiling on Commercial Arms Exports—The Congress has prohibited the commercial sale of major defense equipment valued at more than $35 million. Sales over that amount must be made through U.S. Government channels, except for sales to the closest U.S. allies that were exempted from the requirement. The ceiling has had a limited effect. Generally, it has complicated firms' marketing/sales activities, but has had a direct effect on only a few manufacturers. Additionally, factors other than the ceiling tend to keep significant sales out of the commercial channel. Elimination of the ceiling without enacting other controls would prevent the Congress from exercising its oversight in a few types of sales now forced into the foreign military sales channel. We presented a number of alternatives to the current ceiling to the Senate Foreign Relations Committee.

The Senate bill S. 2714 on the International Security and Development Cooperation Act of 1980 adopted two of our alternatives. The bill repeals the $35-million ceiling on commercial arms exports and provides for a concurrent resolution veto during the 30-day congressional review of a proposed license for exports authorized under section 38 of the Arms Export Control Act. The House bill, H.R. 6942, increases the $35-million ceiling to a $75-million ceiling. The bill was in conference as of September 30, 1980. (ID–80–9, January 4, 1980)

Controlling Certain Technology Transfers—The United States has a conflict between its desire for increased North Atlantic Treaty Organization (NATO) collaboration to standardize weapons and the need to maintain control over weapons systems made from U.S. technology. Under the present law, the Congress has disapproval rights over third-country transfers of systems made with U.S. technology if U.S. Government foreign military sales channels are used. For commercial licensing transactions, however, the present law provides no explicit guidance to the State Department in establishing what the United States considers acceptable sales territories for foreign producers using U.S. technology in their systems.

We proposed several options to the Congress to upgrade their prerogatives over third-country transfers involving commercial licensing. One of the options was included in Senate bill 2714 on the International Security and Development Cooperation Act of 1980. The bill amends the Arms Export Control Act requiring that retransfers to third countries of certain defense articles or services exported commercially shall be reported to the Congress 30 days before the President gives his consent to the retransfer. Also, the bill provides that the Congress will be able to veto the President's consent if a concurrent resolution disapproving such transfer is passed during the 30-day period. (C–ID–80–4, August 26, 1980)

Modification of the Department of Defense Discharge and Separation Procedures—Over 75,000 people are annually discharged from the armed services for adverse reasons. The potential savings of faster processing are substantial. We estimated that in 1977 alone, it cost an additional $27.3 million in pay and allowances for members awaiting discharge for misconduct compared to the cost for members awaiting discharge for marginal performance. We also estimated that the armed services spent $14.7 million in pay and allowances to commanders and others involved in processing discharges.

The House Appropriations Committee directed the Department of Defense to modify its procedures and enforce the discharge timeframes which would allow the savings of $27.3 million as we recommended. The committee reduced the fiscal year 1981 request in that amount.

The House approved H.R. 8105, the Department of Defense fiscal year 1981 appropriation bill, on September 16, 1980. (FPCD–80–57, July 3, 1980)

Natural Resources and Environment

Better Understanding of Wetland Benefits Will Help Water Bank and Other Federal Programs Achieve Wetland Preservation Objectives—We reported to the Congress that the Department of Agriculture's Water Bank Program could be made more effective by changing the Water Bank Act to increase the Secretary of Agriculture's flexibility in administering the program. The Congress should change the act to permit the Secretary greater discretion in assisting the suitability of preserving particular wetlands. Also, the Congress should change the act to permit the Secretary to adjust payment rates (within available appropriations) during the course of a 10-year agreement to counter the high rate of terminations that seems to be caused by inflationary pressures.

Public Law 96–182, enacted on January 2, 1980, amended the Water Bank Act. This act authorized the Secretary of Agriculture to adjust payment rates with respect to initial conservation agreements and to designate certain areas as wetlands. (PAD–79–10, February 8, 1979)

Availability of Financing Fishermen and Fish Processors—We reported that opportunities exist for the U.S. fishing industry to make greater use of fish species and that before such species can be fully utilized, various obstacles must be overcome. The Committee on Merchant Marine and Fisheries' report on H.R. 7039 (Report 76–1138, June 26, 1980)—"The American Fisheries Promotion Act" refers to our report in discussing foreign tariff and nontariff trade barriers with respect to the importing of fish products.

H.R. 7039, which was favorably reported on by the committee, contains actions similar to those we suggested to improve the availability of financing to fishermen and fish processors. In our report, we stated improved financing for development of nontraditional fisheries could be accomplished by amending the Merchant Marine Act of 1936, as amended, to

- guarantee, through Fishing Vessel Obligation Guarantee Program high-risk subfund, loans to initial ventures for harvesting and/or processing nontraditional species;
- allow the Fishing Vessel Obligation Guarantee Program funds to be used to acquire used vessels and convert them to harvest nontraditional; and
- expand the Fishing Vessel Obligation Guarantee Program and Capital Construction Fund programs to include nontraditional fish processors. (CED–80–73, May 7, 1980)

Endangered Species—A Controversial Issue Needing Resolution—We reported that the Department of the Interior must improve its management of the endangered species program to provide greater protection to endangered and threatened species while minimizing their effect on Federal, State, and private projects and programs. We concluded that the need was especially critical for Interior to improve the processes used to list species as endangered or threatened; consult with other Federal agencies on the effect their projects and programs may have on endangered and threatened species; and return listed species to a point where they are no longer endangered or threatened. We made several recommendations to the Congress to amend the Endangered Species Act of 1973 and to the Secretary of the Interior to improve management of the endangered species program.

The Endangered Species Act Amendments of 1979 (Public Law 96–159), dated December 28, 1979, extended the authorization for the 1973 act through fiscal year 1982. The law will provide greater protection to endangered and threatened species by requiring Federal agencies to confer with the Secretary of the Interior on any project or program which is likely to jeopardize the continued existence of any species proposed to be listed, and by requiring the Secretary to establish and publish guidelines to ensure that the purposes of the listing process are achieved efficiently and effectively. (CED–79–65, July 2, 1979)

Amendments to the Mineral Leasing Act of 1920 and General Mining Laws—We recommended that the Congress amend the Mineral Leasing Act of 1920 to allow the Department of the Interior to lease lands as a whole which contain mineral deposits of more than one leasable mineral and amend the General Mining Laws to allow concurrent development on lands containing locatable and leasable minerals which would not otherwise be developed separately.

On November 29, 1979, S. 2068 was introduced and, if enacted, would accomplish the purpose of our recommendations with respect to the General Mining Laws. (EMD–79–65, September 5, 1979)

Extensive Use of Federal Funds to Meet Recreation Needs—We reported that other Federal grant-in-aid funds were being used to finance all or part of the local matching share requirements contained in the Land and Water Conservation Fund Act of 1975. The act restricts recreation grants to 50 percent of the project cost and requires the States or local government to finance the remaining share. The Heritage Conservation and Recreation Service, which administers the program for the Department of the Interior, allows States to use funds obtained from other Federal programs to meet the act's matching requirements. We recommended that the Congress evaluate the local matching share requirements it initially envisioned for Land and Water Conservation Fund projects.

We also supplied amendatory language to prohibit the use of other Federal funds to meet the act's matching requirement. To make clear the intent that there should be a 50–50 match, the House Committee on Appropriations has recommended this language in the bill H.R. 7724, the Interior appropriation bill, which restates the original legislation. (CED–80–23, November 1, 1979)

Helium—Conservation of a Unique Resource—We recommended that the Congress enact legislation redefining the Nation's helium conservation program to meet all national requirements, conserving helium in present nondepleting resources, encouraging conservation from existing private facilities, and allowing the recovery of helium-rich gasfields.

On March 8, 1979, we testified concerning proposed helium legislation, H.R. 2620. H.R. 7336 was subsequently introduced as a revised version of H.R. 2620 and, if enacted, would largely accomplish the objectives of our recommendations. (EMD–78–98, March 7, 1979)

Veterans Benefits and Services

GI Bill Benefits for Flight and Correspondence Training Should Be Discontinued—The Congress established a 50-percent job placement requirement for vocational/technical courses funded by the Veterans Administration (VA) because of concern that such courses might not always be of adequate quality and intensity to prepare trainees for employment in their chosen occupation.

Over 1 billion dollars in educational assistance has been paid by VA to veterans enrolled in flight or correspondence training since the current GI bill was enacted in 1966. However, our review of a random sample of veterans who completed such training during a recent 5-year period showed that only about 16 percent of flight-trained veterans and 34 percent of correspondence-trained veterans had full-time jobs related directly to their training.

We recommended that the Congress adopt VA's legislation proposal to terminate GI bill benefits for flight correspondence training. However, should the Congress decide not to eliminate these programs, we recommended that other legislative action be taken to modify and clarify the 50-percent job placement rule to (1) include a minimum acceptable completion rate for vocational objective courses, (2) require that 50 percent of the veterans and other eligible persons who complete vocational objective courses obtain employment in the occupational category for which training was received, and (3) require that such employment constitute the veteran's primary vocational pursuit and major source of occupational income.

On June 30, 1980, the Senate passed S. 2885, the Reconciliation Act of 1980, which adopts our alternative recommendations to strengthen the 50-percent job placement rule. On July 21, 1980, the House passed H.R. 7394, the Veterans' Rehabilitation and Education Amendments of 1980, which includes a provision to terminate GI bill benefits for flight and correspondence training. (HRD–79–115, August 14, 1979)

Studying the Long-Term Health Effects on Veterans Exposed to Herbicide Orange in Vietnam—Between 1966 and 1969, a large number of U.S. ground troops in Vietnam were in areas sprayed with herbicide orange both during and shortly after spraying. The Department of Defense took few precautions to prevent exposure because at that time it did not consider the herbicide to be toxic or dangerous to humans. The Air Force initiated a health effects study of personnel handling and spraying herbicide orange in Vietnam under operation "Ranch Hand."

We recommended that the Congress direct a number of agencies to determine whether a study is needed on the health effects of herbicide orange on ground troops exposed to the herbicide in Vietnam.

In December 1979, the Congress passed an admendment to the Veterans' Health Programs Extension and Improvement Act of 1979 (Public Law 96–151), requiring the Veterans Administration to conduct an epidemiological study of the long-term health effects on veterans exposed to herbicide orange in Vietnam. (FPCD–80–23, November 16, 1979)

Project Ranch Hand: an Air Force G-123 sprays defoliation chemicals over the jungles of South Vietnam (1966).

In line with a GAO recommendation, a legislative amendment requires the Veterans Administration to conduct an epidemiological

Need To Improve the Effectiveness of the Vocational Rehabilitation Program—The purpose and structure of the Veterans Administration's vocational rehabilitation program have not been significantly altered since the program was established in 1943. As a result of the changes which have occurred in the field of rehabilitation since that time, the current program is out of date and in need of major revisions.

Vietnam-era veterans eligible for vocational rehabilitation training are also generally eligible for educational assistance under the regular GI bill. The differences in the level of benefit payments between the regular GI bill and the vocational rehabilitation program have caused some disabled veterans who need rehabilitative services to opt for regular GI bill assistance rather than rehabilitation, and others who may need only financial aid to opt for the rehabilitation program—in both cases because they can realize more money depending upon whether they are attending a low- or high-cost school.

We recommended that the Congress amend the legislation to allow veterans' training under the vocational rehabilitation program to have a choice, if eligible for both programs, as to which of the two payment options best meets their needs. We also recommended that the Congress amend the legislation to expand the purpose of the program to include the attainment of gainful employment by the veteran.

On September 4, 1980, the Senate passed S. 1188, the Disabled Veterans Rehabilitation Act of 1980, which contains provisions that address both of our recommendations. (HRD–80–47, February 26, 1980)

Need To Strengthen Debt Collection Efforts—Over the past 5 years, the Veterans Administration (VA) has experienced serious problems in attempting to collect educational assistance overpayments and other debts from veterans. The amount of educational assistance overpayment written off by VA grew from about $10 million in June 1975 to $198 million in June 1980. We found that most veterans with delinquent overpayment accounts appear to have the ability to repay these debts.

Although we identified several factors which hampered VA's efforts to collect these debts, we believe the most significant factor limiting VA's collection effectiveness is that VA has not had the "clout" which private-sector creditors have. Veterans have been able to ignore VA's demands for repayment with little or no fear of reprisal or adverse actions normally resulting from failure to pay debts owed to private-sector creditors.

We testified before the House and Senate Veterans' Affairs Committees on four occasions regarding the need for VA to adopt various private-sector credit industry practices including (1) reporting delin-

The effects of defoliation are shown in this aerial photo of roadway (left) and powerline (upper right). After the trees and brush are defoliated, the trees are felled along the right-of-way.

study of the long-term health effects on Veterans exposed to herbicide orange in Vietnam. (Photos courtesy of U.S. Dept.of the Air Force)

quent and bad debts to commercial credit bureaus, (2) charging interest and recovering administrative collection costs on delinquent and bad debts, and (3) giving VA authority to file suit to collect debts which cannot be referred to the Department of Justice for litigation.

On June 30, 1980, the Senate passed S. 2885, the Reconciliation Act of 1980, which includes provisions covering all three of our legislative recommendations. On July 21, 1980, the House passed H.R. 7394, the Veterans Rehabilitation and Education Amendments of 1980, which incorporates two of our three legislative recommendations. If enacted, this legislation will greatly strengthen VA's debt collection capability.

Open Legislative Recommendations Made During the Fiscal Year Ended September 30, 1980

Agriculture and Rural Development

The Congress should continue support for the Direct Marketing Program for an additional 2- to 3-year period by authorizing such funds as it deems appropriate to be used by the Secretary of Agriculture to

- assist current program grantees having viable direct marketing projects in planning for continuing their activities once Federal pilot funds are terminated;
- make grants available to either State or local public and private organizations for establishing additional direct marketing activities and projects;
- evaluate the effects, both positive and negative, of direct marketing on local and regional food production and security, development or retention of local jobs, energy consumption, and the ability of small farmers to keep their land; and
- administer and coordinate the Direct Marketing Program. (CED–80–65, July 9, 1980)

Committee jurisdiction:

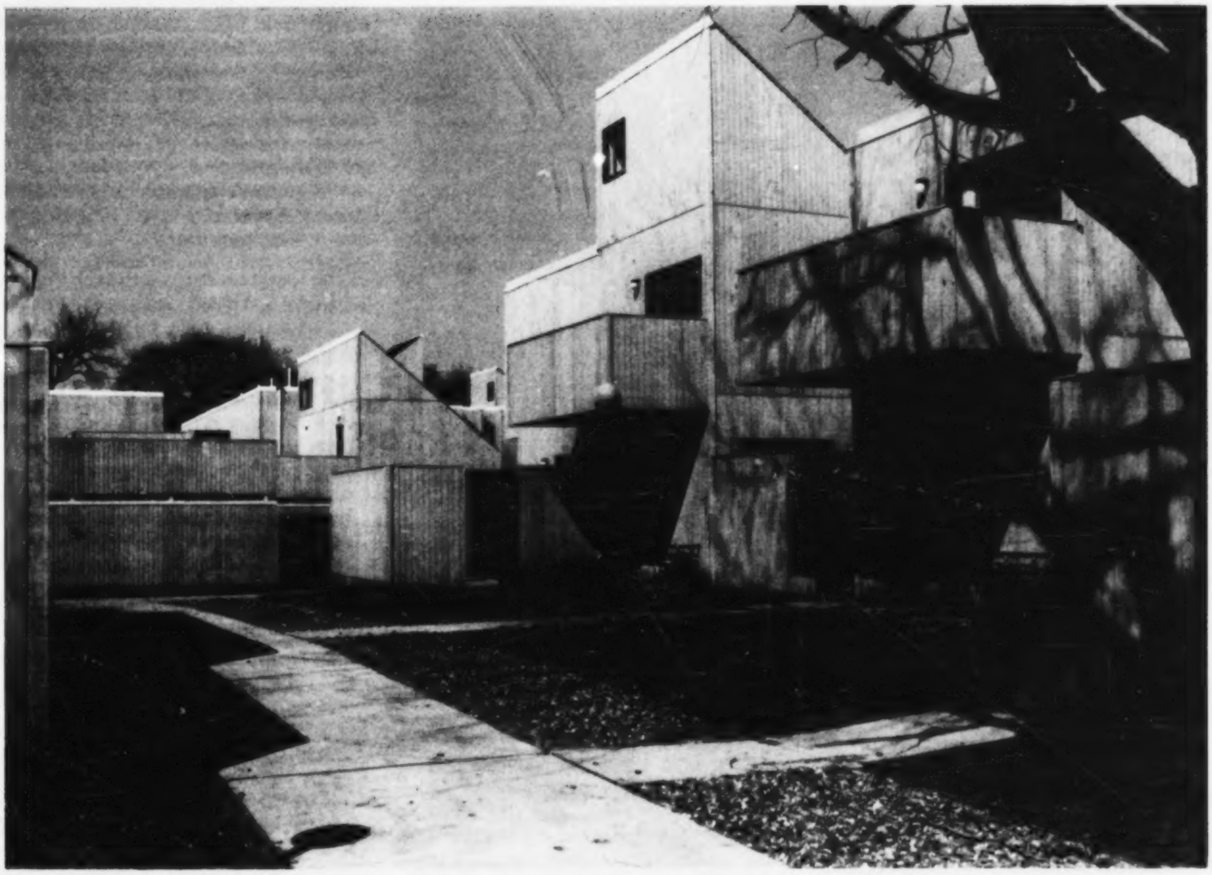
Senate: ***Agriculture, Nutrition, and Forestry***
Appropriations
House: ***Agriculture***
Appropriations

If the Congress decides to keep the current parity price standard as a basis for establishing the milk support price, it should amend the Agricultural Act of 1949 to

- shift the base period from 1910–1914 to a more recent period that is comparable with other national indexes;
- authorize the Secretary of Agriculture to eliminate the family living component from the parity index to more accurately reflect the cost of milk production;
- eliminate the requirement to set the milk support price at a level between 75 and 90 percent of parity;
- require the Secretary to set the support price at the level of parity that will balance the interests of producers, consumers, and taxpayers after considering changes in the cost of producing milk, milk products stocks, and demand for milk products; and
- require the Secretary to adjust the price-support level if the 12-month moving total of Commodity Credit Corporation (CCC) net removals of dairy products exceeds trigger levels established by the Secretary.

If the Congress decides to adopt a dairy parity price standard for the short term and a standard based on a more comprehensive formula for the long term, it should enact legislation

- directing the Secretary, in conjunction with milk producer and consumer groups and with input from the Congress, to perform the research to select factors and assign weights needed to develop a comprehensive formula that will balance the interests of producers, consumers, and taxpayers, and then, if appropriate, implement the formula and



Much subsidized housing built today resembles housing in the nonsubsidized market. Pictured is FHA section 8 housing. GAO recommended steps to improve cost efficiency of housing assistance programs and ensure greater equity of service to families and the working poor. (Photo courtesy of the National Corporation for Housing Partnerships)

- authorizing the Secretary, until such a comprehensive formula can be developed and implemented, to (1) base the support price on 100 percent of the dairy parity price using a base period comparable with other national indexes and (2) adjust the price-support level when CCC purchases of dairy products exceed trigger levels established by the Secretary.

To provide more uniform participation in funding programs to encourage and promote the use of milk and milk products, the Congress should establish a Federal nationwide milk producer promotion program and set the contribution rate as a percentage of sales. However, if after considering these recommendations the Congress decides to retain promotion programs under current Federal milk-marketing orders, it should amend the Agriculture Marketing Agreement Act of 1937 to

- eliminate the refund provision in Federal orders,
- make mandatory promotion provisions a part of all Federal orders, and
- set the contribution rate as a percentage of sales. (CED–80–88, July 21, 1980)

Committee jurisdiction:

Senate: ***Agriculture, Nutrition, and Forestry***
House: ***Agriculture***

Community Development and Housing

In areas of the Nation where public housing agencies provide the only Department of Housing and Urban Development-supported housing available, the Congress should give the Secretary of Housing and Urban Development the authority to waive the legislative provision requiring public housing agencies to house families with a broad range of incomes. This could help overcome some public housing agencies' opposition to housing higher-income eligible families in preference to very low-income families. (CED-80-2, November 7, 1979)

Committee jurisdiction:

Senate: **Banking, Housing, and Urban Affairs**
House: **Banking, Finance and Urban Affairs**

The Congress should take the following steps to improve cost efficiency of housing assistance programs and ensure greater equity of service to families and the working poor:

- Require the Department of Housing and Urban Development (HUD) to use taxable bonds rather than tax-exempts for State agency section 8 financing.
- Require HUD to report periodically to the housing oversight committees during the next 2 years on how well the needs of families and nonpoverty lower-income households are being met by the various housing programs. Such reports should compare the housing assistance provided to all income groupings in accordance with need on a national basis.
- Enact legislation requiring that some percentage of housing assistance funds go to nonelderly households and particularly larger eligible households above the poverty threshold. This would be based on HUD's national needs assessment. (PAD-80-13, September 30, 1980)

Committee jurisdiction:

Senate: **Appropriations**
Banking, Housing, and Urban Affairs
House: **Appropriations**
Banking, Finance and Urban Affairs

The Government emphasizes subsidizing some of the more expensive finance alternatives under section 8 of the National Housing Act. The Congress should

- provide necessary funding shifts to allow the Department of Housing and Urban Development (HUD) to emphasize public housing, the least costly alternative over a 20-year subsidy life;
- require HUD to use taxable bonds rather than tax-exempts for State agency section 8 financing;
- reappropriate funds for subsidizing State housing taxable bonds under another existing program, section 802, which provides an interest reduction payment to State agencies using taxable bonds;
- enact legislation requiring that some percentage of housing assistance funds go to nonelderly households and particularly larger eligible households above the poverty thresholds; and
- require HUD to report periodically on how well the various housing programs are meeting the needs of families and nonpoverty lower-income households. (PAD-80-13, September 30, 1980)

Committee jurisdiction:

Senate: **Appropriations**
Banking, Housing and Urban Affairs
House: **Appropriations**
Banking, Finance and Urban Affairs

The Congress should establish a national auto repair coordinating committee to evaluate the effectiveness of current efforts to reduce consumers' auto repair problems and identify areas for future support. The committee should be composed of representatives of Federal, State, and local governments, consumer groups, and private industry. (HRD-80-30, January 11, 1980)

Committee jurisdiction:

Senate: **Commerce, Science, and Transportation**
House: **Interstate and Foreign Commerce**

Education, Training, Employment, and Social Services

Because of the intrinsic and pervasive nature of many of the problems with the State Formula Grant Program for the developmentally disabled supported under Public Law 95-602, the Congress should clearly delineate what it wants the program to accomplish. This should then enable the Secretary of Health and Human Services to establish specific and attainable goals against which the program can be measured. (HRD-80-434, February 20, 1980)

Committee jurisdiction:

Senate: **Labor and Human Resources**
House: **Interstate and Foreign Commerce**

The Congress should amend title II of the Redwood National Park Act of 1968, as amended, to

- delete the conclusive presumption provision in section 203 of the law and require the Secretary of Labor to certify that layoffs are related to a decrease in operations caused by park expansion before Redwood Employee Protection Program eligibility can be established;
- require the Department of Labor to identify program recipients whose eligibility has been established for reasons other than park expansion and terminate their eligibility for future benefits; and
- eliminate differences in eligibility requirements between union and nonunion employees.

We also suggest that the Congress consider legislative action to minimize disincentives to employment and help eliminate some of the administrative problems associated with the delivery of benefits to affected workers. Some options would be to

- require that workers exhaust unemployment benefits before receiving cash payments under the Redwood Employee Protection Program and
- provide that monetary benefits be continued at an amount not more than available under unemployment insurance rather than replacing the full amount of workers' average weekly net wage. (HRD-80-63, July 8, 1980)

Committee jurisdiction:
Senate: ***Energy and Natural Resources***
Finance
House: ***Interior and Insular Affairs***
Ways and Means

The Congress should amend section 7 of the Service Contract Act of 1965 (41 U.S.C. 356 (1976)) to exclude act coverage for automatic data processing and other high-technology industries' commercial product—support services—i.e., services procured by the Government from these industries on the basis of established market prices of commercial services sold in substantial quantities to the public. (HRD–80–102, September 16, 1980)

Committee jurisdiction:
Senate: ***Governmental Affairs***
Labor and Human Resources
House: ***Education and Labor***
Government Operations

The Congress should amend the Trade Act of 1974 to require that import-affected workers exhaust unemployment insurance benefits before receiving up to 52 weeks of cash payments under the Trade Act. To minimize the possibility that income protection under this approach would provide a disincentive to employment, we also recommend that the act be amended to provide that Trade Act benefits be continued at an amount comparable to unemployment insurance, rather than 70 percent of a worker's average weekly gross wage as now prescribed in the Trade Act.

Implementation of these recommendations would target program benefits to workers experiencing long-term unemployment or permanent job loss and simultaneously save millions of dollars now paid—often retroactively—to workers who do not experience permanent unemployment, most of whom return to work before exhausting unemployment insurance benefits. In addition, this approach would provide a longer period of income protection for those who experience the most difficulty in finding employment. (HRD–80–11, January 15, 1980)

Committee jurisdiction:
Senate: ***Finance***
House: ***Ways and Means***

Energy

A coordinated approach is needed to examine broad conceptual issues, such as the energy health and safety, economic, and environmental tradeoffs of the various energy decisions.

The Congress should establish a President's Commission on Energy Health and Safety. Specifically, the Congress, among other things, should mandate that the Commission

- be established as an independent body free from agency influence;
- expire at the end of 5 years if not renewed by the Congress;
- report to the President and the Congress on its findings, conclusions, and recommendations concerning Federal energy health and safety affairs; and
- make recommendations for action to the President, the Congress, and the appropriate Federal agency heads. (EMD–80–52, July 24, 1980)

Committee jurisdiction:
Senate: ***Energy and Natural Resources***
House: ***Interstate and Foreign Commerce***

The Congress should relieve the Western Area Power Administration (WAPA) of its charter responsibility for encouraging the widest possible use of electricity and instead charge it to examine the most appropriate rate structures to encourage conservation.

The Congress should provide WAPA with (1) bonding authority and make it lead agency in its marketing area to help finance conservation and (2) authority to exercise flexibility in power charges. Also, WAPA should report yearly to the Congress and the executive branch in implementing these recommendations. (EMD–79–73, October 16, 1979)

Committee jurisdiction:
Senate: ***Energy and Natural Resources***
House: ***Interior and Insular Affairs***
Interstate and Foreign Commerce

The Congress should enact new legislation which expresses the priority and emphasis needing to be placed on the issue of energy use and management in the Federal sector and which consolidates various existing laws. The legislation should

- require the President to develop and implement, through the Department of Energy (DOE), an aggressive and comprehensive Federal Energy Management Program (FEMP) and clearly define the roles, authority, and responsibilities that DOE and other executive branch agencies are to fulfill in the program;
- require under FEMP's purview the development and implementation of specific plans and programs;
- require the President to complete action on the above items within 18 months after legislation is enacted and report to the Congress; and
- provide to DOE central funding and control over energy conservation funds, and earmark and restrict such funds to energy conservation use. (EMD–80–11, December 12, 1979)

Committee jurisdiction:
Senate: ***Energy and Natural Resources***
House: ***Government Operations***
Public Works and Transportation

The Federal Energy Regulatory Commission faces a large volume of backlogged cases and lengthy processing delays. At the end of fiscal year 1979, over 15,000 cases were pending. Almost half of the cases considered to be the most energy-critical go through a formal hearing process presided over by administrative law judges.

To increase the incentives for administrative law judges to expedite the hearing process, we recommend that the Congress

- require regulatory agencies such as the Commission to develop administrative law judge performance standards and
- assign the responsibility for periodic evaluation of administrative law judge performance to an organization other than the employing agency such as the Office of Personnel Management or the Administrative Conference of the United States. (EMD–80–54, July 15, 1980)

Committee jurisdiction:
Senate: **Energy and Natural Resources**
House: **Interstate and Foreign Commerce**

Congressional intent has been unclear concerning the use of price escalator clauses in existing natural gas contracts to obtain prices under the provisions of the Natural Gas Policy Act of 1978. In December 1978, the Federal Energy Regulatory Commission issued interim regulations disallowing the use of such clauses. Subsequently, the Commission issued several orders, one of which reversed the original decision concerning these clauses. After the reversal, affected parties petitioned the courts to review the legality of these actions.

The lack of any congressional guidance on the issue would result in the Federal courts ultimately resolving a major energy issue. Thus, we believe that the Congress should consider amending the Natural Gas Policy Act of 1978 to provide guidance on the use of price escalator clauses.
(EMD–80–53, July 25, 1980)
Committee jurisdiction:
Senate: **Energy and Natural Resources**
House: **Interstate and Foreign Commerce**

If the Congress wishes to maintain a nuclear option or if it wishes to commit to nuclear power as a long-term energy source, we recommend that it require the Department of Energy (DOE) to demonstrate the viability of the liquid metal fast breeder reactor (LMFBR) technology by mandating the construction of a breeder reactor facility. However, in making this recommendation, we are not necessarily advocating the completion of the Clinch River project as the only means of moving the program forward. The only resolution to the impasse may be to move ahead with a larger, more recently designed facility instead of the Clinch River project.

In our opinion, the imposition of a plant commitment on DOE would foster a more appropriate U.S. breeder reactor research, development, and demonstration posture. As part of this mandate, however, the Congress may wish to make it clear that it is not adopting a policy that would encourage premature commercial breeder development in this country.

Further, a commitment to a long-term nuclear option should include continued support for the gas-cooled fast breeder reactor program since it is currently the only real nuclear alternative to the LMFBR technology. Accordingly, we recommend that the Congress continue to fund the program at least until the program reaches a decision point on whether to construct and operate a demonstration facility. Such an approach is essential as a prudent management step in assuring the timely success of this Nation's nuclear energy future.

On the other hand, if the Congress cannot reach a resolution preserving the breeder option or if it does not wish to do so, we recommend that it consider terminating the breeder program.

To continue to fund the program at several hundred million dollars a year to keep the scientific and engineering teams together is hard to justify. If the program is terminated, however, it could cost many years of developmental time if the Congress later chooses to restart it. If this should occur, the only available alternative may be to purchase breeder reactors from a more advanced foreign nation.
(EMD–80–81, September 22, 1980)
Committee jurisdiction:
Senate: **Energy and Natural Resources**
House: **Science and Technology**

General Government

The Congress should enact legislation to place executive branch agencies under a mandatory deadline to implement the Federal policy of relying on commercial products and distribution channels to meet their needs for products and services.
(PSAD–80–13, January 14, 1980)
Committee jurisdiction:
Senate: **Governmental Affairs**
House: **Government Operations**

The Congress should amend the Architectural Barriers Act of 1968 so that it clearly defines the Architectural and Transportation Barriers Compliance Board's role consistent with the Rehabilitation Act of 1973.

Specifically, the Congress should

- establish the Board as the principal authority to provide leadership and ensure compliance;
- require the Department of Housing and Urban Development, the Department of Defense, the General Services Administration, and the Postal Service to consult with the Board and obtain its concurrence that standards conform to the guidelines and requirements. (Consultation could be provided by the Department of Education, but only in an advisory role that would not impede the Board's statutory requirement); and
- require the Board, rather than the General Services Administration, to report all Federal activities pertaining to standards issued, revised, amended, or repealed under the Barriers Act.

(FPCD–80–51, June 6, 1980)
Committee jurisdiction:
Senate: **Environment and Public Works**
Labor and Human Resources
House: **Education and Labor**
Public Works and Transportation

The Congress should reassess the need to retain the personal casualty and theft loss provision (section 165(c)(3) of the Internal Revenue Code) in its present form.

In making such a reassessment the Congress could consider several alternatives:

- Repeal the personal casualty and theft loss deduction on the ground that it is inherently impossible to administer.
- Repeal the personal casualty and theft loss deduction and allow a deduction for all or a percentage of the cost of premiums for casualty insurance covering real property and personal effects.
- Amend the statutory personal casualty and theft loss deduction provision to limit the allowable loss to an amount in excess of the stated percentage of adjusted gross income, restrict the category of loss events and loss property, repeal the netting rules of section 1231, and treat an excess casualty or theft loss as a net long-term capital loss carryforward.

- Amend the Treasury Regulations to limit the recognized loss to the amount of realized loss attributable solely to the casualty or theft. (GGD–80–10, December 5, 1979)

Committee jurisdiction:
Senate: ***Finance***
House: ***Ways and Means***
Joint: ***Taxation***

The Congress has never prescribed a national policy regarding weather services and supporting research. The Congress should enact legislation that would strengthen the central agency role for weather by

- defining specifically the National Weather Services' authority and responsibilities for civil and military weather organizations and
- requiring the service to assist the Office of Management and Budget in annually reviewing agencies' budget submissions. The Service would provide comments and recommendations on budgeted activities and on their consistency with the central agency's overall Federal weather plans. (LCD–80–10, October 16, 1979)

Committee jurisdiction:
Senate: ***Commerce, Science, and Transportation***
House: ***Science and Technology***

The Congress should amend the law to further limit the President's use of alternative plans to help ensure that they will be used in situations which are more indicative of national emergencies or economic conditions affecting the general welfare.

This recommendation can be accomplished in several ways. We are providing the following options to the Congress in order of preference:

1. Require a majority vote of both Houses of Congress for the President to implement an alternative plan.
2. Require the President to demonstrate how the plan contributes to remedying the national emergency or severe economic conditions and to ensure that Federal employees are treated consistently with private-sector employees.
3. Specify in the law what constitutes a "national emergency or economic conditions affecting the general welfare" in justifying alternative plans.

We recognize that it would be very difficult to specify adequately in the law what "national emergency or economic conditions affecting the general welfare" would be significant enough to justify an alternative plan. We also recognize there may be occasions when an alternative plan is justified and needed when there are no private-sector wage restrictions. We prefer the first option because it offers the best forum for debate and because it would require the Congress to consider the appropriateness of each alternative plan. (FPCD–80–17, November 19, 1979)

Committee jurisdiction:
Senate: ***Governmental Affairs***
House: ***Post Office and Civil Service***

The Congress should improve the pay-setting process for Federal executives by allowing the annual adjustments for executives under Public Law 94–82 to take effect and discontinuing the practice of linking congressional and Executive Level II salaries. (FPCD–80–72, July 31, 1980)

Committee jurisdiction:
Senate: ***Governmental Affairs***
House: ***Post Office and Civil Service***

The Congress should allow the Senior Executive Service (SES) bonus and rank provisions to take effect, with one exception. The one exception is that for equity purposes among agencies, the Congress should change the basis for the percent limit on number of bonuses paid from percent of positions to percent of eligible career executives. This would stimulate SES members to achieve greater excellence in the Federal service and fulfill the promise of one of the most innovative and appealing features of civil service reform. (FPCD–80–54, July 11, 1980; FPCD–80–74, August 15, 1980)

Committee jurisdiction:
Senate: ***Governmental Affairs***
House: ***Post Office and Civil Service***

The Congress should reconsider title II of the Flexible and Compressed Work Schedules Act of 1978 (Public Law 95–390) with a view toward eliminating the extra fringe benefit by limiting the pay for holidays to 8 hours. (FPCD–80–21, December 4, 1979)

Committee jurisdiction:
Senate: ***Governmental Affairs***
House: ***Post Office and Civil Service***

The Congress should amend the civil service retirement law to exclude former military personnel who are receiving military retirement benefits, or veterans' compensation in lieu of retirement benefits, from the guaranteed minimum disability annuity provisions. If the combination of benefits available from former military careers and the regular civil service formula are less than the civil service guaranteed minimum, the law should allow for appropriate adjustments to be made to the civil service benefits to assure that these retirees receive total benefits at least equal to the civil service minimum. (FPCD–80–26, November 30, 1979)

Committee jurisdiction:
Senate: ***Governmental Affairs***
House: ***Post Office and Civil Service***

For Federal blue-collar employee pay-setting procedures to achieve comparability in both pay and benefits with the private sector, legislation is needed to revise

- the five-step system for each nonsupervisory grade with the average local prevailing rate equated to the second wage step even though 80 percent of Federal blue-collar employees are above this wage level;
- wage rates which are based on the private sector rates paid in another wage area; and
- night-shift differentials that are not determined in accordance with prevailing industry practices but are based on a percentage of the scheduled wage rate. (FPCD–80–12, October 29, 1979)

Committee jurisdiction:
Senate: ***Governmental Affairs***
House: ***Post Office and Civil Service***

The Congress should place the General Services Administration (GSA) under a mandatory schedule to comply with the timeframes stipulated in the GSA Office of Acquisition Policy statement for improving the multiple award schedule program. Congress should also require GSA to report the status of its improvement actions by submitting copies of its quarterly progress reports made to GSA's Office of Acquisition Policy. (PSAD–80–53, August 22, 1980)

Committee jurisdiction:
Senate: ***Appropriations***
Governmental Affairs
House: ***Appropriations***
Government Operations

To improve congressional budgetary control over revolving fund loan programs, the Congress should place specific limits on the gross obligations, or gross loan obligations, authorized to be made, and require that such limits be treated as the relevant budget authority amounts. (PAD–80–29, July 2, 1980)

Committee jurisdiction:
Senate: ***Appropriations***
Budget
House: ***Appropriations***
Budget

The Congress should retire Amtrak's debt to the Federal Government with a one-time appropriation. The guarantee authority backing the debt should also be cancelled. As a condition of retirement, the existing security in Amtrak's assets should be continued. (PAD–80–45, March 28, 1980)

Committee jurisdiction:
Senate: ***Appropriations***
Commerce, Science, and Transportation
House: ***Appropriations***
Interstate and Foreign Commerce

To improve the efficiency and equity of Federal user charge policy and practices, the Congress could (1) require agencies to determine correspondence between current user charges, whether mandated by statute or set by the agencies, and the principles stated above; (2) require agencies to present this information to it through the Office of Management and Budget (OMB) and then decide what changes, if any, were necessary; and (3) amend existing legislation or instruct agencies to implement these changes, monitored and assisted by OMB. (PAD–80–25, March 28, 1980)

Committee jurisdiction:
Senate: ***Appropriations***
Governmental Affairs
House: ***Appropriations***
Government Operations

To correct weaknesses and potential problems in the Department of the Interior's budget formulation process, the Congress should

- direct the Secretary of the Department of the Interior, in consultation with the Secretary of the Department of Agriculture, to develop for executive branch and congressional budget use an overall "Federal" program (Land and Water Conservation Fund) land acquisition plan that identifies priorities on the geographic areas and kinds of land (parks, forests, etc.) to be acquired and
- appropriate initial funding each year for the Bureau of Land Management's emergency fire program that covers the total estimated funding requirement of the program for the year. (PAD–80–31, February 29, 1980)

Committee jurisdiction:
Senate: ***Appropriations***
Energy and Natural Resources
House: ***Appropriations***
Interior and Insular Affairs

The Armed Services and Appropriations Committees should carefully examine lower-cost alternative programs before approving new weapons systems. In particular, the committees should explore with senior military officials the pros and cons of larger quantities of alternative weapons versus smaller numbers of highly sophisticated and expensive systems.

Also, after being satisfied that a weapon system is ready for production, the Congress should consider multiyear funding to take advantage of more economical production practices.

The Congress should take the initiative to respond to the recommendations of the Commission on Government Procurement to (1) reexamine the full range of socioeconomic programs applied to the procurement process and the administrative practices followed in their application and (2) raise the minimum dollar thresholds at which such programs are applied to the procurement process. (PSAD–80–6, November 8, 1979)

Committee jurisdiction:
Senate: ***Appropriations***
Armed Services
House: ***Appropriations***
Armed Services

To help assure improvement in the Defense Logistics Agency's productivity measurement system, the Congress should require the Agency to

- provide definitive plans for timely implementation of their new work performance standards program and
- submit, as part of its budget package, information on (1) progress in implementing the program and (2) the extent to which budgeted resource requirements are based on valid work measurement data. (FGMSD–80–41, April 18, 1980)

Committee jurisdiction:
Senate: ***Appropriations***
Armed Services
House: ***Appropriations***
Armed Services

The Congress should enact a moratorium on future foreign acquisitions of U.S. banks with total assets of $100 million or more. The moratorium should continue until the basic policy issues, which have given some foreign purchasers of banks an advantage over potential U.S. purchasers of banks, are fully addressed. The moratorium should exclude foreign acquisitions necessary to prevent bankruptcy or insolvency of domestic banks. The moratorium should not continue indefinitely; rather, the Congress should set an expiration date for the moratorium and estab-

lish a specific timetable for the actions it will take to address the policy issues. (GGD–80–66, August 26, 1980)
Committee jurisdiction:
Senate: ***Banking, Housing, and Urban Affairs***
House: ***Banking, Finance and Urban Affairs***

Health

The Congress should clarify the Indian Health Service's authorities and responsibilities for maintaining sanitation facilities transferred to Indian tribes and Alaska Native communities. In doing so, the Congress must be aware that if it is determined that the Indian Health Service should maintain such facilities, significant funding will be required. (HRD–80–14, July 28, 1980)
Committee jurisdiction:
Senate: ***Select Committee on Indian Affairs***
House: ***Interior and Insular Affairs***

Because so many States have difficulty complying with the Federal law regarding the claiming of Federal Medicaid sharing for the costs incurred in serving persons eligible for both Medicaid and Medicare and, as a result, the States have improperly claimed such Federal sharing, the Congress should change the law to simplify program administration. The Congress should consider the options presented in our report when amending the law. (HRD–79–96, October 2, 1979)
Committee jurisdiction:
Senate: ***Finance***
House: ***Interstate and Foreign Commerce***
Ways and Means

To achieve more uniform regulation of substances added directly to food and to give the public and industry more information about the regulations of direct additives, the Congress should amend the Federal Food, Drug, and Cosmetic Act to eliminate exemptions currently allowed for generally-regarded-as-safe (GRAS) and prior-sanction substances. Changes to the law should encourage the use of information already available and recognize that different types of scientific evidence may be appropriate to support the safety of food additives. The amendment should also provide a date on which the safety of all GRAS and prior-sanction substances must be subject to Federal review and approval. (HRD–80–90, August 14, 1980)
Committee jurisdiction:
Senate: ***Agriculture, Nutrition, and Forestry***
Labor and Human Resources
House: ***Agriculture***
Interstate and Foreign Commerce

The Congress should take steps to ensure a more systematic approach for reducing infant mortality by

- consolidating Federal programs that are funding similar types of activities aimed at providing health care for women, infants, or children, or by requiring Federal agencies administering these programs to better coordinate their efforts;
- designating one agency or official to be responsible for coordinating and focusing Federal efforts for reducing infant mortality;
- revitalizing the Maternal and Child Health (MCH) program authorized by title V of the Social Security Act by strengthening the management role and ability of State MCH agencies, giving States more flexibility in using MCH funds, and directing the Department of Health and Human Services to monitor more closely MCH activities and use of funds; and
- seeing that State MCH agencies are given an opportunity to review and comment on applications or plans involving Federal programs which can or do affect infant mortality.

In addition, the Congress should take actions to facilitate access to health care that can or does affect infant mortality:

- Funding a major nationwide education and information campaign on the benefits and importance of early and adequate prenatal care.
- Increase Federal training funds for nurse-midwifery.
- Require States to extend Medicaid eligibility for prenatal and labor and delivery care for low-income pregnant women regardless of family status.
- Clarify section 334 of the Public Health Service Act to specifically include State and local governments among those eligible for cost-reimbursement waivers for National Health Service Corps personnel who provide new or additional services. (HRD–80–24, January 21, 1980)

Committee jurisdiction:
Senate: ***Appropriations***
Finance
Labor and Human Resources
House: ***Appropriations***
Interstate and Foreign Commerce

Because the Public Health Service Act and the Federal Food, Drug, and Cosmetic Act do not mention any standard of effectiveness for biological products, including allergenics, the Congress should amend the Public Health Service Act and the Federal Food, Drug, and Cosmetic Act to specifically require that biological products meet effectiveness standards promulgated in regulations to be prepared by the Secretary of Health and Human Services. (HRD–80–55, June 6, 1980)
Committee jurisdiction:
Senate: ***Labor and Human Resources***
House: ***Interstate and Foreign Commerce***

The Congress should decide whether to continue a comprehensive medical plans network in the Federal Employees Health Benefits program. The network of Blue Cross and Blue Shield comprehensive medical plans has been operated by the Blue Cross and Blue Shield Associations since January 1979. It was intended to provide new options for health benefits coverage to Federal employees and to relieve the Office of Personnel Management of administrative costs associated with contracting with a number of comprehensive plans. If it is determined to continue the network, specific legislation should be enacted detailing financial, admission, and administrative requirements to be applied to this unique health care delivery system. (HRD–80–89, May 30, 1980)

Committee jurisdiction:
Senate: ***Governmental Affairs***
House: ***Post Office and Civil Service***

The Congress should amend the Social Security Act to permit the full participation of the Health Care Financing Administration's Medicare program in existing State prospective rate-setting programs. (HRD–80–72, September 19, 1980)

Committee jurisdiction:
Senate: ***Finance***
Labor and Human Resources
House: ***Interstate and Foreign Commerce***

Income Security

The Congress should revise the workers' compensation offset provision of the Social Security Act to

- revoke section 224(d), which allows States to offset their portion of disability benefits and
- require that the Social Security offset be effective at the time workers' compensation benefits were awarded, rather than when the Social Security Administration is notified of such award in cases of delayed or inaccurate recipient reporting. (HRD–80–31, March 6, 1980)

Committee jurisdiction:
Senate: ***Finance***
House: ***Ways and Means***

Because of the income security system's far-reaching social impact, deeply rooted difficulties, and projected future cost growth, the Congress should enact legislation to establish a national body such as a National Income Security Commission to provide central system leadership and bring about changes in its policymaking, management, and evaluation. In developing such legislation, the Congress should determine, with the assistance of the executive branch and others, the body's (1) most appropriate organizational form, structure, and location; (2) authorities and jurisdiction; (3) membership, staff, and tenure; and (4) specific goals and duties. The body should be an independent entity and serve the Congress and the executive branch in an overall advisory capacity. It should have a long-term, continuing charter, subject to periodic evaluation by the Congress.

Also, while the legislation is being developed, the Congress should establish select Senate and House committees or a joint committee to improve management of the system. (HRD–80–33, February 29, 1980)

Committee jurisdiction:
Senate: ***Agriculture, Nutrition, and Forestry***
Appropriations
Banking, Housing and Urban Affairs
Budget
Finance
Governmental Affairs
Labor and Human Resources
House: ***Agriculture***
Appropriations
Banking, Finance and Urban Affairs
Budget
Education and Labor
Government Operations
Ways and Means

We recommended that the Congress approve the President's proposal to eliminate the minimum benefit provision of the Social Security Act to minimize the hardship to the few needy beneficiaries who are not eligible for Supplemental Security Income (SSI). The Congress could authorize a limited SSI payment which would replace the lost portion of the social security benefit provided the beneficiaries are needy and otherwise meet the program's eligibility requirements except for age. (HRD–80–29, December 10, 1979)

Committee jurisdiction:
Senate: ***Finance***
House: ***Ways and Means***

International Affairs

The segment of the Agency for International Development (AID) excess property program authorized by section 608 of the Foreign Assistance Act has shifted from the purpose envisioned by the Congress, which is using excess rather than new property in AID's foreign assistance projects where practicable. We believe the current level of AID project needs can be met by direct acquisition through the General Services Administration and other holdings. The Congress should therefore terminate AID's authority to operate to the advance acquisition segment of the excess property program. (ID–80–32, July 31, 1980)

Committee jurisdiction:
Senate: ***Foreign Relations***
Governmental Affairs
House: ***Foreign Affairs***
Government Operations

The overseas food donation program is not completely meeting its objectives of distributing food to the poorest people in the poorest countries. The program is not an integral part of the U.S. development assistance effort and not enough of the food is allocated to the most needy groups. The program's split administration by the Agency for International Development, the Department of Agriculture, and the Office of Management and Budget needs to be centralized. The Congress should enact legislation to achieve this and should establish full authority and responsibility for Public Law 480, title II, the Agency for International Develpment and its new umbrella agency, the International Development Cooperation Agency. (ID–79–25, October 15, 1979)

Committee jurisdiction:
Senate: ***Agriculture, Nutrition, and Forestry***
Foreign Relations
House: ***Agriculture***
Foreign Affairs

Law Enforcement and Justice

The Congress should strike the reference to $5,000 from the law (18 U.S.C. 2314) so that Federal jurisdiction can be directed to those quality offenses where an expenditure of Federal resources would have the most effect on the Nation's property crime problem. This would bring interstate transportation of stolen property violations in line with other property statutes in not requiring a monetary standard for determining Federal jurisdiction.

(GGD–80–43, May 8, 1980)
Committee jurisdiction:
Senate: ***Judiciary***
House: ***Judiciary***

The U.S. Customs Service uses the manifest as a means of accounting for all merchandise entering the country so that import duties and taxes are collected. While the manifest is a useful document, Customs needs to administer manifest-related penalties in a more consistent, less burdensome manner. To correct these problems, we recommend that the Congress amend the Tariff Act of 1930 to permit a new approach for administering manifest penalties designed to provide incentive to carriers to submit accurate manifests and report discrepancies. (GGD–80–22, April 10, 1980)
Committee jurisdiction:
Senate: ***Finance***
House: ***Ways and Means***

National Defense

The Congress, to place military commissaries on a firm legal and justified basis and to promote a more economical and efficient commissary organization, should take the following actions:

- Redefine the conditions under which commissaries may be operated, recognize, if appropriate, any needs demonstrated by the Department of Defense.
- Require conversion to a self-sustaining operation of all stores not meeting the new criteria. (FPCD–80–1, January 9, 1980)

Committee jurisdiction:
Senate: ***Armed Services***
House: ***Armed Services***

The Congress should improve the administration of the Serviceman's Group Life Insurance (SGLI) program and make the program more equitable for all participating members by

- amending the law to allow the services to terminate coverage for members who fail to pay their premium payments within an appropriate grace period and
- deleting the provisions of the law requiring services to forward funds from their appropriations to cover all Ready Reservists participating in the program. (FPCD–80–45, May 1, 1980)

Committee jurisdiction:
Senate: ***Armed Services***
House: ***Armed Services***

The Congress should consider the direct funding of Manpower, Welfare, and Recreation (MWR) activities to reduce taxpayer costs and to increase oversight in this area. As a basis for determining which funding method to adopt, the Congress should request the Department of Defense to submit data on the appropriated funds required for ~~direct and indirect~~ funding of MWR activities. If the present method of indirectly funding MWR activities is retained, the Congress should review the share of exchange profits being distributed and the use of these funds for investments and operation of MWR activities. (FPCD–80–50, July 18, 1980)
Committee jurisdiction:
Senate: ***Armed Services***
House: ***Armed Services***

Natural Resources and Environment

To reduce potential problems from large possessory interests allowed park concessioners managing facilities in national parks, the Congress should finance construction of needed facilities to accommodate park visitors whenever possible. However, because the Congress may not always be able to provide the needed funds to lessen the effect that possessory interest can have on National Park Service management, the Congress should amend the Concessions Policy Act of 1965 to allow possessory interest only in those instances where no other alternative is available.

The Congress should also amend the act to eliminate the right of preference for contract renewal and preferential rights for new and additional services. Although the intent of the act is to encourage continuity of concessions operations, established concessioners already have a competitive advantage in seeking to continue in the park and do not need additional legal advantages. (CED–80–102, July 31, 1980)
Committee jurisdiction:
Senate: ***Appropriations***
Energy and Natural Resources
House: ***Appropriations***
Interior and Insular Affairs

For Federal acquisition of real property, the Declaration of Taking Act (40 U.S.C. 258a) allows interest on the amount by which the compensation awarded by the court exceeds the amount deposited by the Government at the time of taking the property. The interest covers the period from the date of taking until the deficiency is paid into the court. The 6-percent rate, established in 1931, is not consistent with present economic conditions.

The Congress should amend the act by allowing landowners a more equitable rate consistent with prevailing conditions. (CED–80–54, May 14, 1980)
Committee jurisdiction:
Senate: ***Appropriations***
Energy and Natural Resources
House: ***Appropriations***
Interior and Insular Affairs

The Congress should amend the Federal Land Policy and Management Act to require a long-range renewable resource program to provide for long-range, quantified resource production goals for the Bureau of Land Management, Department of the Interior. The Congress should also (1) revise the 1872 Mining Law to authorize the Secretaries of the Interior and Agriculture to permit or prevent development of mineral deposits on public lands; (2)

modify the Federal Land Policy and Management Act to authorize Bureau employees to ticket persons violating Federal resources protection laws; (3) enact legislation authorizing the Forest Service to sell or give away small, scattered land holdings; (4) review Bureau and Service staffing and funding levels; and (5) provide for a more realistic balance between the agencies' responsibilities and capabilities by either reducing responsibilities or appropriating more funds. (CED–80–82, July 16, 1980)

Committee jurisdiction:
Senate: ***Appropriations***
Energy and Natural Resources
House: ***Appropriations***
Interior and Insular Affairs

Because water resources and ground water depletion mitigation projects are individually authorized, we recommend that the Congress direct the Departments of the Interior, Agriculture, and the Army to require, before starting construction on any such projects, that the affected State or community implement or have specific plans to implement

- a program or other means for controlling ground water pumping and
- an active water conservation program. (CED 80–96, September 12, 1980)

Committee jurisdiction:
Senate: ***Appropriations***
Environment and Public Works
House: ***Appropriations***
Interior and Insular Affairs

Veterans Benefits and Services

The Congress should amend chapter 31 of title 38, U.S. Code, to allow service-disabled veterans who need vocational rehabilitation to enroll under chapter 31 programs with an option of two payment plans:

1. The present chapter 31 payment plan, under which the veteran receives a fixed allowance for subsistence with the Veterans Administration (VA) paying all educational expenses (including tuition, fees, books, etc.) directly to the provider.
2. A fixed allowance equal to that available under the chapter 34 GI bill program, with the veteran paying his or her own educational expenses (including tuition, fees, books, etc.)

This would correct the problem of service-disabled veterans choosing to enroll under the regular GI bill program and forego chapter 31 rehabilitative services solely for financial reasons.

In addition, the Congress should amend chapter 31, as proposed by VA, to expand the statutory purpose of "vocational rehabilitation" beyond *employability* to include gainful *employment*. (HRD–80–47, February 26, 1980)

Committee jurisdiction:
Senate: ***Veterans' Affairs***
House: ***Veterans' Affairs***

Open Legislative Recommendations from Prior Years

Agriculture and Rural Development

The Congress should consider changes in forest legislation based on the Secretary of Agriculture's reporting on unresolved issues such as the amount of increased forest cultivation and the volume of timber to be cut. Legislation could alleviate or avert a projected decline in the Pacific Northwest timber supply, but would require increased Federal expenditures and changes to the National Forest Management Act of 1976. (EMD–79–5, December 12, 1978)

Committee jurisdiction:
Senate: ***Agriculture, Nutrition, and Forestry***
House: ***Agriculture***

The Congress should amend the Federal Meat Inspection Act and the Poultry Products Inspection Act to authorize the Secretary of Agriculture to (1) make periodic unannounced inspections of meat and poultry processing plants, (2) require meat and poultry processing plants to develop and implement quality-control systems, and (3) withdraw inspections or impose civil penalties of up to $100,000 for plants failing to comply with inspection requirements. These actions would allow Agriculture to use its inspection resources more efficiently by tailoring inspection frequency to the needs of individual plants. Effective quality-control systems would provide increased assurance to consumers that they are receiving wholesome, unadulterated, and properly branded products. (CED–78–11, December 9, 1977)

Committee jurisdiction:
Senate: ***Agriculture, Nutrition, and Forestry***
House: ***Agriculture***

GAO recommended delineating the Federal Government's role in guiding and helping State and local efforts to retain farmland.

The Congress should (1) formulate a national policy on protecting and retaining prime and other farmland, (2) set a national goal for the amount and class of farmland that should be preserved to meet current and future needs, (3) periodically assess whether the loss of farmland is eroding the maintenance of established goals, and (4) delineate the role the Federal Government can and should play in guiding and helping State and local efforts to retain farmland.

If the Congress decides to provide Federal support to States and political subdivisions in farmland preservation programs, it should specify the criteria the programs must meet. (CED–79–109, September 20, 1979)

Committee jurisdiction:
Senate: ***Agriculture, Nutrition, and Forestry***
House: ***Agriculture***

The Cotton Statistics and Estimates Act and the Tobacco Inspection Act should be amended to authorize the Secretary of Agriculture to charge for cotton-classing and tobacco-grading services. Continued Federal funding is inconsistent with the Government's general policy of charging fees for special services and with the practice of charging for grading other commodities. (CED–77–105, August 2, 1977)

Committee jurisdiction:
Senate: ***Agriculture, Nutrition, and Forestry***
House: ***Agriculture***

To provide an equitable basis for determining the national average price received by rice farmers for computing Federal deficiency payments to them, the Congress should amend the Agricultural Act of 1949, as amended, to provide that

- the quantities and amounts the Department of Agriculture uses in computing the average price of rice be compiled on a common basis;
- the Secretary of Agriculture invite comments from and consult with industry, farmers, and other appropriate sources to establish the specific method for computing the price; and
- the national average price be established on a 12-month marketing year basis. (CED–79–85, June 25, 1979)

Committee jurisdiction:
Senate: ***Agriculture, Nutrition, and Forestry***
Appropriations
House: ***Agriculture***
Appropriations

The Congress should determine whether it is in the Nation's best interest to continue to allow nonfamily farm corporations to be members of farm cooperatives. Such corporations can contribute management expertise and production volume which can help cooperatives better serve family farm members, but their membership in cooperatives could (1) foster corporate expansion in agriculture, (2) hasten the movement of family farmers out of agriculture, (3) reduce competition in the marketing of agricultural products, and (4) keep family farmers from joining cooperatives. (CED–79–106, July 26, 1979)

Committee jurisdiction:
Senate: ***Agriculture, Nutrition, and Forestry***
House: ***Agriculture***

Commerce and Transportation

To improve management at the Federal Communications Commission (FCC), the Communications Act of 1934 should be amended to

- make the Chairman, FCC, the administrative head of the agency;
- provide for the position of Managing Director of FCC and empower the Chairman, as chief administrative officer, to delegate to the Managing Director responsibility for the agency's day-to-day management;
- reduce the number of FCC Commissioners from seven to five;
- provide for Senate confirmation of the designation by the President of one Commissioner as Chairman;
- lengthen the term of FCC Commissioners and restrict the type of employment and activities in which Commissioners may engage after completing their service;

- provide for a periodic reauthorization involving a thorough "sunset" review of FCC every 10 years;
- increase the number of professional assistants available to each Commissioner from two to four and the number of secretarial assistants from one to two; and
- increase the opportunities for effective representation of the public interest in FCC proceedings by providing for an Office of Public Counsel or for direct public funding for public groups to participate in specified categories of FCC proceedings, particularly rulemaking and tariff-making proceedings. (CED–79–107, July 30, 1979)

Committee jurisdiction:
Senate: ***Commerce, Science, and Transportation***
House: ***Interstate and Foreign Commerce***

To improve the broadcast licensing process, the Communications Act of 1934 should be amended to

- authorize the Federal Communications Commission (FCC) to grant broadcast licenses for an indefinite period providing that, if the public interest requires, a licensee can at any time be placed on probation for a fixed period as determined by FCC;
- direct FCC to implement a system of random selection and field-based review of broadcast stations to ensure compliance with the act and FCC rules and regulations on a continuing basis;
- authorize any party in interest to file with FCC at any time a petition for revocation of a broadcast license;
- place the burdens of evidence and proof on the licensee in a revocation proceeding unless FCC assigns those burdens to another party in interest;
- eliminate the requirement for FCC to provide competing license applicants with an opportunity for a full comparative hearing;
- authorize the implementation of a lottery or auction system for granting new broadcast licenses and licenses which have been revoked.

In the area of regulating program service, to ensure that an FCC experiment on programming deregulation will be meaningful, the Congress should provide FCC with legislative authorization to suspend its programming rules and to insulate exempt stations from public challenges to their program service during tbe period of the experiment, if FCC determines such special authorization is needed.

Because of the controversy over FCC's role in assuring equal employment opportunity in broadcasting, the Congress should define FCC's EEO responsibilities. If it decides that a special affirmative action rule for the broadcast industry should continue, the Congress should define the scope of FCC's authority to implement and enforce an affirmative action policy. If it decides that a special rule should not continue, the Congress should expressly prohibit FCC from implementing and enforcing an affirmative action policy and limit its EEO responsibility to ensuring that station licensees found to have violated laws prohibiting discrimination are evaluated for their character qualifications to hold a broadcast license.

Recognizing that controversy also exists regarding whether the equal opportunities requirements for political candidates contained in section 315 of the act and FCC's fairness doctrine are achieving their basic goals, the Congress should

- clarify the balance to be struck between promoting coverage of political events and providing equal opportunities for political candidates and determine the proper mode for achieving this balance and
- amend the Communications Act to provide FCC legislative authority to consider and test alternative methods to determine whether market forces are adequate to ensure full and fair broadcast coverage of controversial issues.

Further, the Congress should decide whether the broadcast licensee should pay a charge to the Government for using the broadcast spectrum. If it decides that a charge should be assessed, the Congress should

- specify the regulatory objectives to be served by the charges and the use to be made from the revenue,
- specify criteria or methods for calculating spectrum user fees or require FCC to experiment with valuation techniques and devise its own fee schedules, and
- provide FCC with sufficient flexibility to adjust fee schedules as regulatory conditions change. (CED–79–62, June 4, 1979)

Committee jurisdiction:
Senate: ***Commerce, Science, and Transportation***
House: ***Interstate and Foreign Commerce***

The Congress should enact legislation giving the Secretary of Transportation specific authority to issue mandatory regulations which will provide for uniform security measures in transporting arms, ammunition, and explosives. These sensitive items continue to be sought by terrorist, dissident, and criminal groups. They receive varying levels of security while being transported. In contrast to shipments for the Department of Defense, shipments to non-Defense customers often are made without security measures. (LCD–78–237, December 21, 1978)

Committee jurisdiction:
Senate: ***Armed Services***
Commerce, Science, and Transportation
House: ***Armed Services***
Public Works and Transportation

Community Development and Housing

To provide more effective assistance to communities whose economies have been adversely affected by imports, the Congress should amend the certification and benefit delivery provisions of title II, chapter 4, the Trade Act of 1974, by specifying that adjustment assistance be provided through provisions of title IX of the Public Works and Economic Development Act of 1965. In place of the certification criteria stated in section 271(c) of title II, the Congress should specify that adjustment assistance be provided to communities based on a systematic assessment of their relative

needs and their ability to adjust to their individual dislocation problems. (CED–79–42, May 15, 1979)
Committee jurisdiction:
Senate: ***Environment and Public Works***
House: ***Public Works and Transportation***

Education, Training, Employment, and Social Services

Congressional action is warranted to ensure that all unemployment compensation recipients have adequate work incentives and benefit more equitably from the program. The Congress should consider the following as possible solutions to the inequities and disincentives in the unemployment compensation program:

- Including unemployment compensation in taxable income.
- Establishing a uniform methodology for determining compensation. (HRD–79–79, August 28, 1979)

Committee jurisdiction:
Senate: ***Finance***
House: ***Ways and Means***

Different jurisdiction eligibility standards result in unequal treatment of unemployment insurance claimants unemployed under the same circumstances. The Congress should establish uniform eligibility standards and methods for determining benefit amounts so that all unemployment insurance claimants are treated equally. (HRD–78–1, April 5, 1978)
Committee jurisdiction:
Senate: ***Finance***
House: ***Ways and Means***

The Congress should amend Public Law 92–603 to establish, as a primary goal of the Supplemental Security Income-Vocational Rehabilitation program, savings in benefit payments in excess of the Federal funds spent. After sufficient data has been developed to reliably measure the program's effectiveness, and should the savings attributed to the program not meet or exceed the Federal costs, the Congress should consider the following options regarding future program direction:

- Eliminate the program and, instead, earmark funds under the basic rehabilitation program to serve the target population.
- Continue the program with funding levels for the States based on the demonstrated effectiveness of each State's program as measured by the extent that reductions in benefit payments exceed Federal funds spent. (HRD–79–5, June 6, 1979)

Committee jurisdiction:
Senate: ***Finance***
House: ***Ways and Means***

The Congress should repeal the Davis-Bacon Act and rescind the weekly payroll reporting requirement of the Copeland Anti-Kickback Act.

The Congress should also repeal the provisions in 77 related statues which involve federally assisted construction projects and which require that wages paid to contractor employees be not lower than those determined by the Secretary of Labor to prevail in the locality, in accordance with the Davis-Bacon Act. (HRD–79–18, April 27, 1979)
Committee jurisdiction:
Senate: ***Labor and Human Resources***
House: ***Education and Labor***

The Congress should amend the Rehabilitation Act of 1973 to create a single Federal authority for authorizing the State's use of program funds to construct new buildings; acquire, expand, remodel, alter, or renovate buildings; acquire equipment; and pay for rehabilitation facility staff. The Congress should maintain the provision in the act that requires use of the Hill-Burton formula for determining the Federal share for construction activities. To make the Federal sharing requirements for staffing consistent under the act, the Congress should amend the term "Federal share" to make the Federal funding rate for staffing under title I consistent with staffing rates under title III of the act.

If the Congress decides to maintain the separate funding authorities, it should revise the present restriction for construction (limiting Federal funding to 10 percent of the State's annual Federal funding for the vocational rehabilitation program) to limit activities under both the construction and establishment authorities to 10 percent of a State's annual allotment. (HRD–79–84, August 23, 1979)
Committee jurisdiction:
Senate: ***Labor and Human Resources***
House: ***Education and Labor***

Energy

The Congress should enact legislation giving the Department of Energy the necessary authority to minimize pipeline disruptions. This authority can include

- on-site visits to pipeline facilities to identify and analyze critical pipelines and
- periodic inspections to determine compliance and reassess physical security. (EMD–79–63, August 27, 1979)

Committee jurisdiction:
Senate: ***Energy and Natural Resources***
House: ***Interior and Insular Affairs***

The Congress should revise the Tennessee Valley Authority's (TVA) charter to better reflect current national energy priorities. TVA should be charged with (1) leading the development of electricity management plans and programs, (2) encouraging energy conservation and most efficient production and use of energy, (3) encouraging the use of renewable resources, and (4) assuring adequate public involvement in energy planning and policymaking. (EMD–78–91, November 29, 1978)
Committee jurisdiction:
Senate: ***Energy and Natural Resources***
House: ***Interior and Insular Affairs***

Processing raw uranium for eventual use in nuclear weapons or nuclear powerplants results in sand-like radioactive wastes, called tailings. The Federal Government and the uranium mill owners only recently found that these tailings are a potential health hazard and should be controlled.

The Congress should provide assistance to active uranium mill owners to share in the cost of cleaning up that portion of the tailings which were produced under Federal weapons contracts. Further, the Congress should consider having the Federal Government assist those mills which acted in good faith in meeting all legal requirements pertaining to controlling the uranium mill tailings that were generated for commercial purposes and for which the Federal Government is now requiring retroactive remedial action. The Congress should also see that this action establishes no precedent for the Federal Government assuming the financial responsibility of cleaning up other non-Federal nuclear facilities and wastes, including those mill tailings generated after the date when the Federal Government notified industry that the tailings should be controlled. (EMD–79–29, February 5, 1979)

Committee jurisdiction:
Senate: ***Energy and Natural Resources***
House: ***Interstate and Foreign Commerce***

The Department of Energy (DOE) is developing a national program to collect estimates of natural gas reserves to meet various Government information needs. We believe this approach is appropriate because estimates collected from operators will be verified by Federal personnel through annual audits of the reports received.

The U.S. Geological Survey, however, has a program which collects oil and gas reserves information only on leases on the Outer Continental Shelf. The initial inventory, to be completed in fiscal year 1979, will cost over $9 million and will be updated each year at an annual cost of about $1.5 million. Because the DOE program should provide the needed reserves data from the Outer Continental Shelf on a more current basis and at a lower cost, the Congress should not appropriate additional funds for the U.S. Geological Survey's Reserves Inventory Program. (EMD–78–68, June 15, 1979)

Committee jurisdiction:
Senate: ***Energy and Natural Resources***
House: ***Interior and Insular Affairs***
Interstate and Foreign Commerce

The Nuclear Regulatory Commission's authority to regulate waste management is incomplete and deficient in that it does not have authority to regulate several classes of wastes the Department of Energy (DOE) controls. To better ensure public health and safety, the Congress should correct the deficiency by amending the Energy Reorganization Act of 1974 to provide for independent assessments of DOE's facilities—including research and development facilities—intended for (1) the temporary storage and/or long-term storage or disposal of commercial and DOE-produced transuranic contaminated waste, (2) the temporary storage of DOE high-level waste, and (3) the temporary storage and/or long-term storage or disposal of commercial spent fuel. (EMD–77–41, September 9, 1977)

Committee jurisdiction:
Senate: ***Energy and Natural Resources***
Environment and Public Works
House: ***Interior and Insular Affairs***
Science and Technology

Because of the time and money already lost, the Congress should designate one lead Federal agency to approve and monitor an overall decommissioning strategy for nuclear facilities. The Nuclear Regulatory Commission is uniquely suited for this role because of its charter to independently regulate commercial nuclear activities to assure public health and safety. (EMD–77–46, June 16, 1977)

Committee jurisdiction:
Senate: ***Energy and Natural Resources***
Environment and Public Works
House: ***Interior and Insular Affairs***
Science and Technology

The Congress should enact legislation to adopt fair-value pricing of Federal uranium enrichment services. The pricing of Federal uranium enrichment services is presently established to recover only the cost of these services. The Department of Energy has sought to change the basis for charging its customers for uranium enrichment services. Such a change would require amending the Atomic Energy Act of 1954 to depart from the cost-recovery basis and instead use a basis which would permit recovery of additional charges that a private enterprise would otherwise levy, such as return on investment. By adopting this method, known as fair-value pricing, uranium enrichment revenues through 1983 would increase by about $1.5 billion, including the recovery of nearly $700 million in foreign revenues. (RED–76–30, September 22, 1975; EMD–77–73, September 27, 1977; EMD–78–66, April 19, 1978)

Committee jurisdiction:
Senate: ***Energy and Natural Resources***
Environment and Public Works
House: ***Interior and Insular Affairs***
Interstate and Foreign Commerce

The Federal Government's nuclear weapons program already has generated a vast amount of nuclear waste, and spent fuel from commercial reactors is accumulating at an increasing rate. These wastes have long, toxic lives and must be disposed of carefully. Past efforts failed because the Federal Government has not developed a publicly acceptable disposal program.

The Congress should enact legislation which will create a Federal and State committee and place responsibility for developing a national waste management plan in that committee. (This recommendation was partially acted on by the Administration when the President appointed a State Planning Council on February 12, 1980.) Any such legislation should recognize that if this concept does not lead to the selection of waste repository sites within an established time, the Federal Government would exercise its right to mandate selection. (EMD–79–77, June 21, 1979)

Committee jurisdiction:
Senate: ***Governmental Affairs***
House: ***Government Operations***

General Government

To avoid the problems associated with the temporary public debt ceiling increases, the Congress should make the current amount of the temporary ceiling a permanent ceiling and consider any fu-

ture substantive increases as permanent unless the debt clearly can be reduced within a reasonable time. (FGMSD–79–58, September 7, 1979)
Committee jurisdiction:
Senate: ***Finance***
House: ***Ways and Means***

Chapter 24 of the Internal Revenue Code of 1954, as amended, should be revised to include remuneration received as agricultural wages in the Federal income tax withholding system. (GGD–75–53, March 26, 1975)
Committee jurisdiction:
Senate: ***Finance***
House: ***Ways and Means***
Joint: ***Taxation***

The Federal Alcohol Administration Act should be amended to clarify the authority of the Bureau of Alcohol, Tobacco, and Firearms to investigate, before a permit hearing, possible consumer violations of the act and unfair trade practices. The Congress should repeal all occupational taxes in sections 5081 through 5148 of the Internal Revenue Code on retail and wholesale dealers in distilled spirits, wines, and beer; manufacturers of nonbeverage alcoholic products; brewers; and manufacturers of stills. (GGD–75–111, January 16, 1976)
Committee jurisdiction:
Senate: ***Finance***
House: ***Ways and Means***
Joint: ***Taxation***

The Social Security Act, section 205(c), should be amended so that persons who have not paid the required tax on income from self-employment are prohibited from receiving credits toward social security benefits. (GGD–77–78, August 8, 1977)
Committee jurisdiction:
Senate: ***Finance***
House: ***Ways and Means***
Joint: ***Taxation***

The Congress should amend section 117 of the Internal Revenue Code and add a new educational expense deduction section because the section is difficult to understand and sometimes confusing. (GGD–78–72, October 31, 1978)
Committee jurisdiction:
Senate: ***Finance***
House: ***Ways and Means***
Joint: ***Taxation***

To better protect the interests of the Government and taxpayers, the Congress should amend section 6335(e)(1) of the Internal Revenue Code to provide that if no person offers to purchase property at a sale at the minimum bid price, the property shall be declared to be purchased at such price for the United States or released back to the taxpayer if the Internal Revenue Service (IRS) determines it is not in the best interest of the Government to purchase the property. Such a determination must be made by IRS prior to the sale. The criteria used by IRS to make such a determination should be developed by the Commissioner. (GGD–78–42, July 31, 1978)
Committee jurisdiction:
Senate: ***Finance***
House: ***Ways and Means***
Joint: ***Taxation***

The Congress should enact a civil penalty to be used as a deterrent to filers who claim false deposits on their tax returns. A penalty like the failure-to-file penalty, which is 5 percent a month up to a maximum of 25 percent, should be considered by the Congress as a possible solution. (GGD–78–14, February 21, 1978)
Committee jurisdiction:
Senate: ***Finance***
House: ***Ways and Means***
Joint: ***Taxation***

To make the law regarding tax return filing more equitable and encourage voluntary compliance, the Congress should consider various alternative ways to amend section 6651(a) of the Internal Revenue Code to provide for a late-filing charge on nonfilers due refunds as it imposes penalties on nonfilers who owe taxes.

To assist itself in its consideration, the Congress should request the Commissioner of Internal Revenue to provide it with a series of alternative ways for imposing charges on nonfilers due refunds. (GGD–79–69, July 11, 1979)
Committee jurisdiction:
Senate: ***Finance***
House: ***Ways and Means***
Joint: ***Taxation***

In deciding on any proposed legislation granting the Department of Agriculture additional leasing authority, the Congress should review the actions taken or proposed by the Secretary of Agriculture to (1) delineate rural areas that need development, (2) ensure that field offices will be located in delineated areas to achieve rural development objectives and program missions, and (3) give first consideration to using federally controlled space that is available and suitable. (CED–79–74, April 25, 1979)
Committee jurisdiction:
Senate: ***Environment and Public Works***
House: ***Public Works and Transportation***

To strengthen inadequate financial controls which allow the loss of Federal funds through fraud, waste, and abuse, the Congress should amend the Accounting and Auditing Act of 1950 (31 U.S.C. 66a) to require ongoing evaluations and reports on the adequacy of internal accounting and administrative control of each executive agency. (FGMSD–80–65, August 28, 1980)
Committee jurisdiction:
Senate: ***Governmental Affairs***
House: ***Government Operations***

If the Bureau of Labor Statistics is unable to revise its method of computing nationwide average retail food prices because of changes in its retail price collection procedures, the Congress should direct the Bureau to institute a program of retail price collection which would allow (1) continued publication of nationwide average retail prices obtained by the Bureau for many individual commodities and (2) farm value-retail price spreads to be published by the Department of Agriculture. (CED–78–170, September 8, 1978)

Committee jurisdiction:
Senate: **Agriculture, Nutrition, and Forestry**
Human Resources
House: **Agriculture**
Education and Labor

The Congress should include Tennessee Valley Authority employees in the coverage under labor-management relations legislation of either those statutes applicable to the private sector or those applying to other Federal employees. (FPCD–78–12, March 15, 1978)
Committee jurisdiction:
Senate: **Governmental Affairs**
Labor and Human Resources
House: **Education and Labor**
Post Office and Civil Service

Most District of Columbia employees participate in Federal civil service pay and fringe benefit systems which are designed for Federal employees and administered outside the District's control. With the passage of the Home Rule Act, we believe all District of Columbia employees should be covered by District compensation systems that are tailored to local government and employee needs and financial resources.

The Congress should enact legislation which would provide for separate pay and benefit systems for Federal and District of Columbia employees. (FPCD–77–71, January 12, 1978)
Committee jurisdiction:
Senate: **Governmental Affairs**
House: **District of Columbia**
Post Office and Civil Service

Public Law 89–205, which permits Federal retirees to benefit from cost-of-living increases which occurred while they were still employed, should be amended to provide that adjustments to the annuities of new retirees be prorated to include only those increases that occurred after their retirement. (FPCD–78–2, November 17, 1977)
Committee jurisdiction:
Senate: **Governmental Affairs**
House: **Post Office and Civil Service**

The Congress should enact legislation authorizing multiyear procurement for Federal agencies and provide for the Office of Federal Procurement Policy to develop appropriate criteria for use of the procurement method, require responsible agency officials to determine when the criteria are met, and provide for the payment of cancellation costs. (PSAD–78–54, January 10, 1978; PSAD–78–115, June 14, 1978)
Committee jurisdiction:
Senate: **Governmental Affairs**
House: **Government Operations**

Although the Freedom of Information Act does not specifically establish an oversight agency, the Department of Justice has been functioning in this capacity. To strengthen Justice's ability to perform as an oversight agency, the Congress should amend the Freedom of Information Act to clearly give the oversight role to the Department of Justice and delineate the responsibilities of the Department in this role. (LCD–78–120, July 25, 1978)
Committee jurisdiction:
Senate: **Governmental Affairs**
Judiciary
House: **Government Operations**
Judiciary

The Congress should experiment with a new way of funding executive agency budgets called "mission budgeting" to enable the Congress to focus more effectively on mission, policy, strategy and program oversight. Mission needs would be presented to the Congress before any program is started, enabling the Congress to (1) assess a program's worth and priority before it acquires momentum and (2) encourage the creation and exploration of various approaches to preclude premature Government commitment to a solution that may be disappointing, too costly, or not needed. (PSAD–77–124, July 27, 1977; PSAD–78–100, July 13, 1978)
Committee jurisdiction:
Senate: **Appropriations**
House: **Appropriations**

The Congress should allow agencies to retain a portion of all productivity gains to be used for increasing incentive awards program funding. (FGMSD–79–9, March 15, 1979)
Committee jurisdiction:
Senate: **Governmental Affairs**
House: **Post Office and Civil Service**

Successful offerors on individual procurements for commercial items should be exempted from submitting small business and disadvantage business subcontractor participation information. Successful offerors sometimes withdraw or intend to withdraw from competition because of stated impracticalities in furnishing such information, and the Government is being deprived of quality products at competitive prices. The Congress should amend Public Law 95–507 to include this exemption. (PSAD–79–66, May 11, 1979)
Committee jurisdiction:
Senate: **Governmental Affairs**
House: **Small Business**

The Congress should enact legislation to put the General Services Administration (GSA) under a mandatory timeframe for accomplishing management improvements and strengthen the posture of GSA as a primary supplier of products to Federal agencies. (PSAD–79–71, May 2, 1979)
Committee jurisdiction:
Senate: **Governmental Affairs**
House: **Government Operations**

Legislation should be enacted to establish objectives, standards, criteria, and processes for achieving total compensation comparability between Federal and private-sector employees, including both pay and benefits. (FPCD–78–60, July 21, 1978)
Committee jurisdiction:
Senate: **Governmental Affairs**
House: **Post Office and Civil Service**

The Congress should establish an overall Federal retirement policy and a mechanism for coordinating the management of Federal retirement systems. It can do this, in part, by:

- Establishing a Federal retirement policy which outlines the principles, objectives, and standards to be followed in providing retirement benefits to military and civilian personnel. The policy should cover such matters as benefit levels, social security coverage, costing and funding, vesting, and administration. While recognizing that special provisions may be justified for particular groups, the guiding principle should be that all Federal personnel are to receive consistent benefits.

- Adopting actuarial valuation methods and funding provisions that reflect the full cost of accruing retirement benefits, and charging to agency operations all costs not covered by employee contributions. (FPCD–78–49, December 29, 1978)

Committee jurisdiction:
Senate: ***Armed Services***
Foreign Relations
Governmental Affairs
Judiciary
House: ***Armed Services***
Foreign Affairs
Judiciary
Post Office and Civil Service

The Congress should establish a more consistent and equitable fringe benefit policy for less than full-time employees. The legislative proposals should (1) provide prorated fringe benefits to less than full-time Federal employees where administratively feasible and (2) charge each Federal agency the full costs of its employees' health insurance, life insurance, and civil service retirement benefits, less employee contributions. (FPCD–78–19, June 5, 1979)

Committee jurisdiction:
Senate: ***Governmental Affairs***
House: ***Post Office and Civil Service***

The civil service disability retirement provisions of title 5, section 83 of the U.S. Code should should be amended to encourage retention of potentially productive disabled employees by requiring Federal agencies to reassign employees to other jobs they would be able to do. Also, the definition of economic recovery from disability should be revised to preclude annuitants earning more than their former Government pay and still retaining their annuities. In addition, the Congress should resolve legislatively whether Federal income tax returns should be used to independently verify reported income of disability retirees. (FPCD–78–48, July 10, 1978)

Committee jurisdiction:
Senate: ***Governmental Affairs***
House: ***Post Office and Civil Service***

The Congress should reevaluate the need for special retirement benefits to Federal law enforcement and firefighter personnel. If the special retirement policy is continued, the Congress should (1) amend the law to require additional retirement contributions by employing agencies and (2) reevaluate the eligibility criteria, the mandatory retirement provision, and the benefit structure. (FPCD–78–48, July 10, 1978)

Committee jurisdiction:
Senate: ***Governmental Affairs***
Judiciary
House: ***District of Columbia***
Judiciary
Post Office and Civil Service

The Congress should resolve the

- open legislative recommendations of the Procurement Commission discussed in our July 1978 report (PSAD–78–100) and
- legislative matters in our May 1979 report (PSAD–79–80) relating to architect-engineering services and patent policy. (PSAD–79–80, May 31, 1979)

Committee jurisdiction:
Senate: ***Governmental Affairs***
House: ***Government Operations***

So that credit assistance through the Federal Financing Bank will be better reflected in the budget, the Congress should require that

- the Bank's receipts and disbursements be included in the Federal budget totals,
- the receipts and disbursements of off-budget agencies that borrow from the Bank be included in the budget, and
- certificates of beneficial ownership be treated as agency obligations and therefore as borrowing in the budget. (PAD–77–70, August 3, 1977)

Committee jurisdiction:
Senate: ***Banking, Housing, and Urban Affairs***
Finance
House: ***Banking, Finance and Urban Affairs***
Ways and Means

The Federal Government's severance pay programs need to be reformed. Legislation is needed to

- revise the uniformed services' severance pay programs so that the various separation pays will be calculated by the same formula and applied uniformly to all services,
- provide a severance pay program for enlisted personnel,
- base the military severance pay formula on the average regular military compensation of the grade of the separated member and bring uniformed services eligibility criteria in line with the Federal civilian severance pay program,
- eliminate the uniformed services' practice of providing severance pay to members separated for unsatisfactory performance, and
- provide uniform severance pay limitations for all Federal personnel reemployed by the Government. (FPCD–78–68, December 7, 1978)

Committee jurisdiction:
Senate: ***Armed Services***
Governmental Affairs
House: ***Armed Services***
Post Office and Civil Service

Health

The Occupational Safety and Health Act of 1970 should be amended to permit the Department of Labor to resolve employee complaints about potential hazards that do not threaten serious physical harm without making inspections of workplaces. (HRD–77–143, April 5, 1978; HRD–79–48, April 9, 1979)

Committee jurisdiction:
Senate: ***Labor and Human Resources***

House: **Education and Labor**

Under the Social Security Act, Medicare-allowed reasonable physician charges must not be higher than those allowed under Medicare carriers' private business for comparable services under comparable circumstances. The Congress should consider either (1) deleting the comparability language in the law or (2) defining comparability so that it applies to all private health insurance plans which reimburse on a current reasonable-charge basis. (HRD–79–111, September 6, 1979)
Committee jurisdiction:
Senate: **Finance**
House: **Interstate and Foreign Commerce**
Ways and Means

There are 46 carriers and 77 intermediaries now administering Medicare. Past studies have shown that significant savings would result from merging their workloads and redistributing them among fewer contractors, which would also provide an opportunity to terminate the less efficient among them.

The Congress should enact legislation disallowing the Railroad Retirement Board to select a nationwide carrier to process part B Medicare claims and should transfer responsibility for claims processing and payment to the area carriers handling those claims for other Medicare beneficiaries.

The Congress should also amend title XIX of the Social Security Act to require Medicare contractors to process Medicaid liability for crossover claims using integrated data processing systems, unless a State can present the Secretary of Health and Human Services with evidence that another system is equally efficient and effective. (HRD–79–76, June 29, 1979)
Committee jurisdiction:
Senate: **Finance**
House: **Interstate and Foreign Commerce**

The Congress needs to reevaluate the role and structure of the military medical care system and direct the Department of Defense to improve its ability to serve its beneficiaries in peacetime. To do this, the Congress should clarify and adopt clear policies regarding two basic questions:

- Whom will the military's direct medical care system serve in peacetime?
- How and to what extent would those beneficiaries who are unable to obtain care in the direct care system—as a result of the policy adopted relative to the above question—receive the assistance needed to obtain medical care from other sources? (HRD–79–107, August 16, 1979)

Committee jurisdiction:
Senate: **Appropriations**
Armed Services
House: **Appropriations**
Armed Services

To enable the responsible agencies to more effectively prevent the marketing of raw meat and poultry containing illegal residues, the Congress should amend the

- Federal Meat Inspection Act and the Poultry Products Inspection Act to authorize the U.S. Department of Agriculture to (1) quarantine animals from a violative grower of food-producing animals and (2) require growers to place an identification on animals before they are marketed;
- Federal Food, Drug, and Cosmetic Act to make misuse of an animal drug a violation of the act and to authorize civil penalties for violating the act's provisions;
- Federal Insecticide, Fungicide, and Rodenticide Act to give the Environmental Protection Agency authority to inspect a grower's premises to identify possible misuses of pesticides which could result in pesticide residues in food. (HRD–79–10, April 19, 1979)

Committee jurisdiction:
Senate: **Labor and Human Resources**
House: **Interstate and Foreign Commerce**

Income Security

To reduce the number of minor and frivolous claims under the Federal Employees' Compensation Act which diverts the Department of Labor from more serious claims, to reduce the cost to taxpayers, and to give Federal employees an incentive to return to work, the Congress should require that the 3-day waiting period for traumatic injuries be applied before continuation of pay, rather than 45 days later.

To make the free-choice-of-physician provision more effective and to help employees return to full or light duty at the earliest possible time, the Congress should provide employing agencies with the authority—if there is a question about the initial diagnosis of an employee's injury or the length of disability resulting from that injury—to require the employee to undergo a second medical examination by a Federal medical officer or a physician designated by the Secretary of Labor. (HRD–79–80, June 11, 1979)
Committee jurisdiction:
Senate: **Labor and Human Resources**
House: **Education and Labor**

Present legislation requires the Social Security Administration to determine eligibility for Supplemental Security Income and benefit payments on a quarterly basis. The requirement has resulted in substantial overpayments to Supplemental Security Income recipients.

The Congress should amend the Social Security Act to change the basis for determining eligibility for Supplemental Security Income eligibility and benefit payment amounts from a quarterly accounting period to a retrospective monthly accounting period, with a 1-month lag. (HRD–78–114, May 26, 1978)
Committee jurisdiction:
Senate: **Finance**
House: **Ways and Means**

The Congress should amend section 1612 of the Social Security Act to regard in-kind support and maintenance as the same, regardless of the living arrangement of the recipient. (HRD–77–101, HRD–77–113, HRD–77–114, June 23, 1977)
Committee jurisdiction:
Senate: **Finance**

House: ***Ways and Means***

To help ensure the quality of the Department of Labor's determination of causal relations, the Congress should amend the Federal Employees' Compensation Act to place in the employing agencies the authority to appeal to the Employees' Compensation Appeals Board any finding of causal relation by Labor, or labor decision continuing compensation benefits which, in the employing agency's opinion, is inconsistent with or not supported by the available evidence. (HRD–78–119, September 28, 1978)
Committee jurisdiction:
Senate: ***Labor and Human Resources***
House: ***Education and Labor***

The Congress should review the Department of Labor's determinations of what constitutes a compensable injury and provide any needed guidance on the Government's liability under the Federal Employees' Compensation Act. The Congress should consider whether (1) actual administrative practices conform to current legislative intent, (2) the Government's program is meeting its stated objectives, and (3) the circumstances that existed at the beginning of the century are relevant and appropriate today as guides for administering the act.

The Congress should also review Labor's guidelines for causal relations, in particular for disease. To better understand the guidelines' meaning and effect, the Congress should enact legislation directing the Secretary of Labor to report the results of the guidelines' application and document the report by specific references to cases. (HRD–79–78, August 22, 1979)
Committee jurisdiction:
Senate: ***Labor and Human Resources***
House: ***Education and Labor***

The Congress should revise the authorizing legislation for the special supplemental food program for women, infants, and children (WIC) to clearly require that participants receive needed health services where such services are available, accessible, and acceptable, with possible exceptions based on participants' religious beliefs. Also, as part of its oversight of this program, the Congress should monitor the Department of Agriculture's actions on our recommendation that the Department work with the States and local agencies and with the Department of Health and Human Services to provide needed services in those present and planned program areas where adequate health services are not available, accessible, and acceptable. (CED–79–55, February 27, 1979)
Committee jurisdiction:
Senate: ***Agriculture, Nutrition, and Forestry***
House: ***Education and Labor***

Law Enforcement and Justice

The Congress should consider amending the Voting Rights Act to establish a coverage requirement based on a jurisdiction's needs rather than just a percentage coverage formula, and to require all States and localities covered by the minority language provisions to preclear minority language measures. (GGD–78–19, February 6, 1978)
Committee jurisdiction:
Senate: ***Judiciary***
House: ***Judiciary***

The Congress should enact legislation authorizing

- the Secretaries of the Interior, Agriculture, Army, and the Board of Directors of the Tennessee Valley Authority to designate employees to maintain law and order and protect persons and property on Federal lands;
- appropriate Federal officials to carry firearms, secure and execute needed Federal orders, conduct investigations, make warrantless arrests in certain cases, apply certain Federal criminal statutes to land administered by Federal agencies, make appropriate authorizations resulting in placing such land in a concurrent jurisdiction status; and
- appropriate Federal officials to cooperate with any State in the enforcement of State laws by providing appropriate reimbursements to such States. (GGD–77–28, June 21, 1977)

Committee jurisdiction:
Senate: ***Judiciary***
House: ***Judiciary***

National Defense

Legislation should be enacted requiring that the Treasury be the depository for military nonappropriated funds and that such funds be invested in Treasury securities. The legislation should specify the interest policy pertaining to such investments. (FPCD–78–15, January 19, 1978)
Committee jurisdiction:
Senate: ***Armed Services***
Budget
House: ***Armed Services***
Budget

Military service is covered under the social security system. Both military members and the Department of Defense, as their employer, pay social security taxes on military basic pay. However, members whose basic pay is less than the social security taxable earnings ceiling are credited with additional covered earnings of up to $1,200 a year in excess of basic pay. Neither the member nor the Department of Defense pays taxes on these credits.

The Congress should terminate noncontributory security wage credits for future military service. (FPCD–79–57, August 8, 1979)
Committee jurisdiction:
Senate: ***Armed Services***
Finance
House: ***Armed Services***
Ways and Means

The Congress should revise article 56 of the Uniform Code of Military Justice to authorize the President to provide guidance for determining disposition levels and punishments for AWOL offenses. (FPCD–78–52, March 30, 1979)
Committee jurisdiction:
Senate: ***Armed Services***
House: ***Armed Services***

The Congress should revise the military retirement system to base the length-of-service criterion on the type of duty per-

formed and to provide vesting rights for those persons not completing full careers. (FPCD–77–81, March 13, 1978)
Committee jurisdiction:
Senate: ***Armed Services***
House: ***Armed Services***

The Congress should delete from Public Law 92–392, which established wage areas for nonappropriated fund activities pay surveys, the "immediate locality" provision so that wage data collected will be more representative of the area's prevailing market rate. The requirement that full-scale wage surveys be conducted every 2 years should also be modified to permit less frequent surveys with interim adjustments based on valid statistical indicators. (FPCD–77–51, December 14, 1977)
Committee jurisdiction:
Senate: ***Armed Services***
Governmental Affairs
House: ***Armed Services***
Post Office and Civil Service

The Congress should enact legislation permitting the military services to allow Reserve Officer Training Corps dropouts to reimburse the Government for education and training costs incurred as an alternative to active duty. (FPCD–77–15, March 15, 1977)
Committee jurisdiction:
Senate: ***Armed Services***
House: ***Armed Services***

The Congress should establish a permanent independent military compensation board and direct the board to

- evaluate the alternatives, and recommend in legislation to the Congress which military pay principles should be established;
- see that pay principles are appropriately implemented; and
- monitor continuously and make recommendations for changing the military compensation system consistent with established principles.

We further recommend that the Congress eliminate the requirement for the quadrennial review of military compensation once the board is established. (FPCD–79–11, May 9, 1979)
Committee jurisdiction:
Senate: ***Armed Services***
House: ***Armed Services***

To help ensure the greatest possible degree of independence, efficiency, and uniformity in the administration of the military justice system, the Congress should revise the Uniform Code of Military Justice to remove any possibility that convening authorities will have power to (1) detail the military judge, defense and trial counsel, and jurors; (2) act as the rating or reviewing official on the efficiency ratings of any person detailed to participate in a court-martial convened by him; or (3) control funds for witnesses required to attend the trial. However, convening authorities should retain responsibility for referring cases to trial and exercising clemency power.

In future defense appropriation acts, the Congress should provide separately for the operation of the military justice system by earmarking specific amounts to be used for construction; furnishing and maintenance of courtrooms, law offices, law libraries, and rehabilitation facilities; and official travel incident to judicial proceedings. (FPCD–78–16, October 31, 1978)
Committee jurisdiction:
Senate: ***Appropriations***
Armed Services
House: ***Appropriations***
Armed Services

The Congress should require the executive branch to submit legislative proposals to convert the military base pay and allowances system to a salary system. (FPCD–77–20, August 1, 1977)
Committee jurisdiction:
Senate: ***Armed Services***
House: ***Armed Services***

The Department of Defense has failed to operate the foreign military sales program at no loss to the Government, as intended by law. The Congress should require that the Secretary of Defense develop a plan for overcoming the foreign military sales pricing problems discussed in our reports. The plan should specify any organizational changes that will be made. It should also state how many additional personnel will be assigned to these activities and describe their duties. (FGMSD–79–16, March 22, 1979; FGMSD–80–2, December 3, 1979)
Committee jurisdiction:
Senate: ***Appropriations***
Armed Services
House: ***Appropriations***
Armed Services

The Congress should enact legislation to extend criminal jurisdiction over U.S. citizen civilian personnel and dependents accompanying the Armed Forces overseas. Extraterritorial jurisdiction should cover petty and less serious offenses as well as serious offenses. (FPCD–79–45, September 11, 1979)
Committee jurisdiction:
Senate: ***Armed Services***
Judiciary
House: ***Armed Services***
Judiciary

The Congress should amend the Arms Export Control Act to require that the Department of Defense (1) inform the Congress of the values and explanations of foreign military sales costs waived (i.e., not charged to the purchasing country) and (2) charge royalty fees on foreign military sales, except under certain circumstances as determined by the Congress. (FGMSD–78–48A, September 26, 1978)
Committee jurisdiction:
Senate: ***Foreign Relations***
House: ***Foreign Affairs***

Natural Resources and Environment

Because of a number of general management problems at the Bureau of Indian Affairs and similar management weaknesses in other Federal agencies providing assistance to Indians (Department of Commerce, Health and Human Services, and Housing and Urban Development) and because these problems have persisted for years, the Congress should improve delivery of programs and services to Indians. Unless alternatives are tried, inadequate management programs and services will continue and improvements in the quality of life of Indians will still be impeded.

The Congress should consider the following four alternatives for delivering programs and services to Indians:

- Consolidate all federally administered Indian programs and services into a single agency (such as the Bureau) or an independent agency.
- Consolidate Indian programs and services into the Federal agency primarily responsible for overall Federal program areas, such as education, health, housing, economic development, etc.
- Have all Federal agencies funnel their Indian program funds through one agency, rather than directly to Indian tribes.
- Assist tribes in developing the capability to manage all Federal programs and services and provide direct funding through block grants. (CED–78–166, October 31, 1978)

Committee jurisdiction:

Senate: **Appropriations**
Energy and Natural Resources
House: **Appropriations**
Interior and Insular Affairs

To cope more effectively with future droughts, the Congress should direct the Secretaries of Agriculture, Commerce, and Interior and the Administrator of the Small Business Administration to assess the problems encountered in providing emergency relief during the 1976–1977 drought. Based on this assessment, a national plan should be developed for providing future assistance in a more timely, consistent, and equitable manner. (CED–79–26, January 31, 1979)

Committee jurisdiction:

Senate: **Agriculture, Nutrition, and Forestry**
Commerce, Science, and Transportation
Energy and Natural Resources
Small Business
House: **Agriculture**
Interior and Insular Affairs
Interstate and Foreign Commerce
Small Business

The Congress should enact mining legislation consistent with the multiple-use philosophy embodied in the 1976 Federal Land Policy and Management Act and Forest Service land management statutes. The legislation should embody a review of all existing land classifications (withdrawals) in concert with the Federal Land Policy and Management Act of 1976. (EMD–78–93, February 27, 1979)

Committee jurisdiction:

Senate: **Energy and Natural Resources**
House: **Interior and Insular Affairs**

The U.S. Geological Survey has begun a permanent program to study the possibilities for increasing natural gas production from offshore leases which are already developed and producing. This expensive program is premature because no policy criteria or regulations are available for judging whether the fields are adequately developed. In addition, the National Academy of Sciences has advised the Secretary of the Interior against such a study. Other problems exist in offshore production because the Outer Continental Shelf Lands Act Amendments of 1978 introduced the Maximum Attainable Rate (MAR) of production which may be produced under actual operating conditions without loss of ultimate recovery of natural gas. This approach is as deficient as previous programs because the MAR is set after the lessees have determined the production levels and installed facilities to produce such levels; yet many important decisions are made during development which may limit the MAR. The Congress should

- not appropriate funds for the U.S. Geological Survey Outer Continental Shelf Reservoir Shut-In Diligence Program until the policy and regulators have been issued and the program rejustified and
- repeal those portions of the Energy Policy and Conservation Act and the Outer Continental Shelf Lands Act Amendments of 1978 [section 606(d)(1)(A)(B)] which require the Government to establish, enforce, and report on production rates on Federal lands. (EMD–78–86, June 15, 1979)

Committee jurisdiction:

Senate: **Appropriations**
Commerce, Science, and Transportation
Energy and Natural Resources
House: **Appropriations**
Interior and Insular Affairs
Interstate and Foreign Commerce

To prevent unnecessary expenditures associated with constructing secondary treatment facilities, the Congress should amend the Federal Water Pollution Control Act to permit the Administrator of the Environmental Protection Agency to grant waivers, deferrals, or modifications when dischargers to fresh water can demonstrate that the environmental impact of secondary treatment will be minimal or insignificant. (CED-78-76, May 12, 1978)

Committee jurisdiction:
Senate: ***Environment and Public Works***
House: ***Public Works and Transportation***

Before the Corps' non-Federal dam inspection program ends in 1981, the Congress should direct the Chief, Corps of Engineers, to propose legislation defining an appropriate continuing Federal role in non-Federal dam safety. (CED-79-30, March 8, 1979)

Committee jurisdiction:
Senate: ***Environment and Public Works***
House: ***Public Works and Transportation***

By 1980, an estimated 56 million metric tons of hazardous waste requiring environmentally safe disposal will be generated annually. The Administrator of the Environmental Protection Agency should propose legislation to create a self-sustaining national trust fund which would be supported by fees assessed on the disposal of hazardous wastes. The fund could cover liability and the costs for dumpsite owners authorized under the Resource Conservation and Recovery Act of 1976 to take remedial action to prevent continued environmental contamination. (CED-79-13, December 19, 1978; CED-79-14, January 23, 1979)

Committee jurisdiction:
Senate: ***Environment and Public Works***
House: ***Public Works and Transportation***

The Congress should establish a task force of the principal State and Federal executive agencies in the Colorado River Basin and water user representatives to determine the appropriate management and decisionmaking structure for the basin and the rules and regulations under which it will operate.

The Congress should temporarily defer Federal construction funding for

- the upstream salinity control projects in the Colorado River Basin until the Bureau of Reclamation develops an alternative plan which compares the costs and benefits of the many alternatives, addresses the salinity problems in a comprehensive manner, and results in an effective and efficient basinwide program and
- the Yuma Desalting Complex until the Bureau has reevaluated its feasibility and considered other viable and/or less costly alternatives. (CED-79-11, May 4, 1979)

Committee jurisdiction:
Senate: ***Appropriations***
Energy and Natural Resources
Environment and Public Works
House: ***Appropriations***
Interior and Insular Affairs
Public Works and Transportation

Veterans Benefits and Services

The Congress should adopt the Veterans Administration's (VA's) legislative proposal to terminate GI bill benefits for flight and correspondence training. However, if these programs are not eliminated, other legislative action should be taken to modify and clarify the 50-percent job placement rule to

- include a minimum acceptable completion rate for vocational objective courses,
- require that 50 percent of the veterans and other eligible persons who complete vocational objective courses obtain employment in the occupational category for which training was received, and
- require that such employment constitute the veterans' primary vocational pursuit and major source of occupational income. (HRD-79-115, August 24, 1979)

Committee jurisdiction:
Senate: ***Veterans' Affairs***
House: ***Veterans' Affairs***

Financial Savings and Other Benefits

Chapter Three

GAO cannot compel the agencies or the Congress to accept its recommendations. Thus, action on our recommendations rests on the persuasiveness of our arguments. Agency management and the Congress must be convinced that our analyses are sound and that it is in their interests to take the actions we recommend. Agencies' awareness of the Congress' attention to our reports no doubt stimulates their interest in and attention to recommendations made to them.

The effect of GAO's activities on financial savings and improvements in the operations and effectiveness of Government programs and activities cannot be fully measured. The increase in governmental effectiveness from actions taken on some of our recommendations simply cannot be stated in dollars and cents.

When actions taken by the Congress or an agency lead to measurable savings, we record them. The following table summarizes the $3.7 billion in collections and other measurable savings which we identified as attributable to our work during fiscal year 1980. Of the $3.7 billion listed, about $2.8 billion represent one-time savings, while the benefits of the other $900 million will extend into future years as well. These amounts were $2.6 billion, $1.9 billion, and $700 million respectively for fiscal year 1979.

This chapter also describes savings not fully or readily measurable and other benefits from GAO activities.

Collections

Collections attributable to our activities totaled $69.5 million. Of this, $4.7 million represented our recovery of debts that Government agencies had been unable to collect.

Progress in developing the capability of other agencies to refer uncollectible debts directly to the Department of Justice has greatly reduced GAO's direct collection activity. For example, following our recommendations, the Social Security Administration recovered $26 million in benefits overpayments to persons whose earnings exceeded an annual exempt

Collections and Other Measurable Savings Attributable to Work of the General Accounting Office Fiscal Year 1980

(000 Omitted)

DEPARTMENTS	Collections	Congressional Action Involved	Agency Action Involved	Total
Agriculture	$ 930	$	$ 800	$ 1,730
Air Force	1,995	70,000	901,512	973,507
Army		332,200	20,749	352,949
Commerce			57	57
Defense	17,505	709,604	184,958	912,067
District of Columbia Government		22	2,807	2,829
Education	260			260
Energy	22	15,000	315,000	330,022
General Services Administration	477	200	2,075	2,752
Health and Human Services	34,610	22,000	14,196	70,806
Housing and Urban Development			199,600	199,600
Interior	1,071	51,500	629	53,200
Justice	300		2,761	3,061
Labor			129,275	129,275
Navy	57	216,700	21,663	238,420
Postal Service	12			12
State			2,150	2,150
Transportation		59,000		59,000
Treasury			5,700	5,700
Veterans Administration	7,613	223,763	6,890	238,266
Government-wide			146,582	146,582
	$64,852	$1,699,989	$1,957,404	$3,722,245
General Claims Work	4,700			4,700
Total	$69,552	$1,699,989	$1,957,404	$3,726,945

amount. Other major collections included recoveries by the Veterans Administration for educational assistance overpayments or student loans, the Department of Health and Human Services for excessive carryover balances from Head Start grantees, and the Department of Defense for a use charge on foreign military sales from Defense inventories.

Other Measurable Financial Savings

Other measurable savings consist largely of actual or potential savings from actions taken or planned by the Congress and Federal agencies. In most instances, the potential benefits are estimated.

Additional Financial Savings Not Fully or Readily Measurable

Much of our work recommends changes either to promote the efficiency of program operations or to achieve the results for which an activity or program was initially designed. Given the nature of this work, not all the resulting improvements or savings can be measured. Examples of achievements not readily measurable are presented here.

(This section is continued after chart at the bottom of p. 73)

Actions taken or planned	*Estimated savings*
Automatic Data Processing:	
Reduction in the WWMCCS ADP program—Defense (nonrecurring)	$ 46,700,000
Termination of the Army's Tactical Operations System Program—Army (nonrecurring)	51,500,000
Reduction in number of computer systems to be acquired under Phase IV program—Air Force ($4,600,000 estimated annual savings and $737,000,000 nonrecurring)	741,600,000
Elimination of planned acquisition of additional computer for telecommunications purposes that can be handled by existing equipment—Defense ($380,000 estimated annual savings and $260,000 nonrecurring)	640,000
Reduction in appropriation request for computer upgrade—National Security Agency (nonrecurring)	1,000,000
Termination of TACFIRE procurements—Army (nonrecurring)	153,100,000
Communications:	
Termination of SSS satellite development—Defense (nonrecurring)	51,400,000
Consolidation, automation, and elimination of telecommunications centers—Defense ($91,000,000 estimated annual savings and $183,000,000 nonrecurring)	274,000,000
Increased use of FTS by military installations—Defense ($10,300,000 estimated annual savings and $25,300,000 nonrecurring)	35,600,000
Consolidation of management of selected data circuits—GSA, FBI, IRS, Secret Service, and Alcohol, Tobacco, and Firearms (estimated annual savings)	180,000
Channel-pack certain data circuits supporting the National Criminal Information Center—FBI (estimated annual savings)	156,000
Correction of programming error on special computer-controlled communications equipment—Defense (estimated annual savings)	36,000
Reduction on cost of WATS line used by the Army Survivor's Benefit Program—Army (estimated annual savings)	22,000
Reductions in appropriations and improvements in DOD's Dedicated Communication Services—Defense (estimated annual savings)	5,000,000
Termination of additional DSCS II satellite procurement—Defense (nonrecurring)	105,200,000
Community Development and Housing:	
Regulations issued increasing the terms of Housing Assistance Payment contracts with housing developers to 20 years from 5 years resulting in savings of subsidy costs—Housing and Urban Development (estimated annual savings)	150,000,000
Elimination of rent reduction incentive in an effort to contain increases in section 8 existing housing costs and streamline program administration—Housing and Urban Development (estimated annual savings)	49,600,000
Revision of rent-adjustment schedule for District of Columbia Government public housing tenants—District of Columbia Government (estimated annual savings)	456,000
Updating rent schedule for public housing—District of Columbia Government (estimated annual savings)	679,000
Recovery of costs for utility consumption on tenant-owned appliances in public hous-	

Actions taken or planned	*Estimated savings*
ing—District of Columbia Government (estimated annual savings)	72,000

Construction:

Avoidance of unnecessary additional construction at an electronic/electrical rework facility and other expenditures—Navy (nonrecurring)	13,563,000
Denial of additional funding for construction projects at the Veterans Administration Medical Center in East Orange, New Jersey—Veterans Administration (nonrecurring)	7,900,000
Denial of funding request for a solar hot water system and connecting corridor for the Nursing Home Care Unit project at the Gainsville, Florida, Veterans Administration Medical Center—Veterans Administration (nonrecurring)	252,000
Cancellation or reduction in scope of planned construction projects and transfer of excess equipment—Bureau of Prisons (nonrecurring)	1,426,000

Contracting Policies and Procedures:

Improvements in contracting procedures—Bureau of Prisons (estimated annual savings)	69,000
Guidance provided to contracting officers on incorporating most economical rate into contracts with halfway houses—Bureau of Prisons (estimated annual savings)	1,000,000

Criminal Justice:

Increased utilization of Federal Community Treatment Centers—Bureau of Prisons (estimated annual savings)	109,000

Education:

Congress directed the Bureau of Indian Affairs to close two schools—Interior (estimated annual savings)	10,000,000
Reduction in the District of Columbia Public Schools' budget for the operation of the Capitol Page School—District of Columbia Government (estimated annual savings)	22,000
Increased services provided to East-West Center by University of Hawaii—State Department (estimated annual savings)	200,000

Actions taken or planned	*Estimated savings*

Employment and Training:

Arrangement for Army to be prepared to train Navy and Marine helicopter pilots to avoid equipment procurement—Defense (nonrecurring)	60,000,000
Termination of DOL's Employment Security Automation Project—Labor (nonrecurring)	129,000,000
Curtailment of costly recruitment activities in Puerto Rico during the 1979 apple harvest and implementation of recommendations to prevent misuse of CETA funds in future harvests—Labor (nonrecurring)	275,000

Financial Management:

Reduction by $6.6 million of foreign currency holdings in Europe—Defense (estimated annual savings)	528,000
Establishment of requirement for the payment of interest on the U.S. investment in the Panama Canal—Defense (estimated annual savings)	20,000,000
Reduction of $5.2 million in cash balances held by accounting and finance offices—Defense (estimated annual savings)	416,000
Improvements in audit information and accounting systems increases recovery of overpayments identified in internal audit reports—Health and Human Services (estimated annual savings)	4,800,000
Improvements in cash management procedures for remitting payments to insurers for Federal Employee Health Benefits and Group Life Insurance Programs—Office of Personnel Mangement (estimated annual savings)	4,650,000
Improved procedures to prevent duplicate payments to halfway houses—Health and Human Services (estimated annual savings)	150,000
Changes in systems for determining value of imported merchandise resulting in lower Customs Service administrative costs—Customs Service (estimated annual savings)	1,800,000

Foreign Military Sales:

Change in pricing to recover a four-percent charge on foreign military sales items produced on Government-owned plant and	

Actions taken or planned	*Estimated savings*
equipment—Defense (estimated annual savings)	34,444,000
Change in pricing to recover a one-percent charge on foreign military sales items sold from Defense inventories—Defense (estimated annual savings)	8,357,000
Reduction of appropriations as a result of agency's failure to collect quality assurance costs on foreign military sales contracts—Defense (nonrecurring)	32,000,000
Denial or reprogramming request for damage claims reimbursement to a foreign government—Defense (nonrecurring)	12,300,000

Management:

Reduction in the 1980 GSA appropriation request for records declassification activities of the National Archives and Records Service—GSA (nonrecurring)	200,000
Reduction in the expenditures for film preservation by the National Archives and Records Service—GSA (nonrecurring)	1,246,000
Reduction in space requirements and corresponding expenditures for the VA records processing center in St. Louis, Missouri—GSA (estimated annual savings)	623,000
Reduction in appropriations for DOD's Tri-Service Medical Information System—Defense (nonrecurring)	12,500,000
Reduction in requested Defense appropriations for recreation specialists positions for the Army in Europe—Army (nonrecurring)	4,400,000
Closing of enlisted dining facility and replacement of military personnel with civilians at the Naval Weapons Support Center—Defense (estimated annual savings)	33,600
Closing of consulates and consulates general posts overseas—State Department (estimated annual savings)	1,900,000
Reduction in costs by filling certain positions with civilians instead of sworn officers—District of Columbia Government, Metro Transit Police, U.S. Park Police ($947,000 estimated annual savings and $265,000 nonrecurring)	762,000
Reduction in staffing level for Office of Investigations, U.S. Customs Service—Customs Service (estimated annual savings)	1,900,000

Actions taken or planned	*Estimated savings*

Materiel Management:

implementation of system enhancements to improve tracking of costs and schedule baseline for the strategic petroleum reserve—Energy (nonrecurring)	240,000,000
Implementation of disposal regulations and utilization of existing Customs Service storage facilities to reduce storage costs for property forfeited or voluntarily abandoned at ports of entry—Commerce and Interior (estimated annual savings)	57,000
Location of unrecorded assets at Army retail supply activities which were needed to fill local and Army-wide requirements—Army (nonrecurring)	10,700,000
Identification of low-cost low-use items available from commercial supply sources—Defense (nonrecurring)	6,700,000
Implementation of a new war reserve item essentiality system which better identifies critical items to an aircraft's mission and better allocates funding for war reserve parts having higher priority—Air Force (nonrecurring)	67,700,000
Proper consideration of serviceable materiel returns in forecasting inventory requirements—Army (estimated annual savings)	46,000,000
Reduction of excess watercraft in storage and readjustment of Product Improvements Program costs—Army ($153,263 estimated annual savings and $6,144,000 nonrecurring)	6,297,263
Reductions in Army's fiscal year 1980 ammunition-related appropriations and improvements in ammunition war reserve materiel inventories—Army (nonrecurring)	120,200,000
Reduction in fiscal year 1980 Defense appropriation to encourage DOD to dispose of unneeded inventory retained for possible sale to foreign governments—Defense (nonrecurring)	11,300,000
Reduced requirements for war reserve spare parts for the U.S Air Force, Europe—Air Force (nonrecurring)	23,348,000
Reduction in appropriation request to reflect savings possible by using available serviceable parts to avoid repairs—Army (nonrecurring)	3,000,000
Reduction in inventory requirements through elimination of duplication of unfilled orders in buy computations—Defense (estimated annual savings)	25,000,000

Actions taken or planned	*Estimated savings*
Consolidation of two Defense mail-order catalog systems to reduce operating costs—Army, Navy, Air Force (estimated annual savings)	1,588,000

Medical Care:

Contract for a feasibility study on using expanded function dental auxiliaries was not awarded—Veterans Administration (nonrecurring)	611,000
Correction of errors in computing hospital, skilled nursing facilities, and home health reimbursement limits—Health and Human Services (estimated annual savings)	546,000
Reduction in Veterans Administration expenditures for fee dental care and increased operational efficiency at Seattle dental clinic—Veterans Administration (estimated annual savings)	890,000

Military Readiness:

Reduction in flying hour requirements of about 8,000 hours annually—Navy and Marine Corps (estimated annual savings)	8,100,000

Payments to Government Employees and Others:

Enactment of legislation to allow the payment of a cash incentive to military personnel who move their own household goods—Defense (estimated annual savings)	6,000,000
Correction of pay and personnel procedures in the Army National Guard and Reserve to eliminate erroneous payments—Army (estimated annual savings)	1,100,000
Reduction in erroneous welfare payments—District of Columbia Government (nonrecurring)	1,600,000
Elimination of veterans' benefits for certain military dropouts—Defense and Veterans Administration (estimated annual savings)	215,000,000
Collection of educational assistance overpayments and defaulted educational loans from veterans—Veterans Administration (estimated annual savings)	6,000,000
Identification of sugar ineligible for the Agricultural Payment Program—Agriculture (nonrecurring)	800,000

Actions taken or planned	*Estimated savings*
Reduction in civil service disability retirement costs—Office of Personnel Management (estimated annual savings)	140,000,000
Reduction in sick leave appropriation—Defense (nonrecurring)	58,800,000
Reduction of payments to States under Public Law 94–565 and other land payment adjustment acts—Interior (estimated annual savings)	46,000

Procurement:

Correction of procurement actions that violated various appropriations laws—Interior (nonrecurring)	583,000
Termination of anauthorized personnel services contracts—State Department (nonrecurring)	50,000
Termination of planned sole-source contract award on the Ft. Hood solar energy project—Energy (nonrecurring)	20,000,000
Reduction in cost of base support operations by contracting certain functions—Army (estimated annual savings)	2,590,000
Improvement in bid solicitations to move household goods resulting in savings in permanent change of station funds—Defense (estimated annual savings)	4,000,000
Reductions of Government-furnished materials provided to contractors—Defense (nonrecurring)	415,300
Cancellation of purchase request for two switching locomotives—Marine Corps (nonrecurring)	800,000
Reduction of Defense appropriation request for economies possible in shipping cargo overseas—Defense (nonrecurring)	22,600,000
Cost avoidance by obtaining lower rates for moving DOD shipments of household goods overseas—Defense (estimated annual savings)	8,000,000

Productivity:

Improved productivity at Air Force maintenance depots resulting in cost avoidance in fiscal year 1980—Air Force (nonrecurring)	70,000,000
Improvement of productivity at Navy shipyards—Navy (nonrecurring)	82,300,000

Actions taken or planned	*Estimated savings*
Real Property Maintenance:	
Cancellation of one of two FRAM destroyer overhauls scheduled during fiscal year 1980—Navy (non-recurring)	15,000,000
Improvement in combat vehicle maintenance practices in Mainz, West Germany—Army (nonrecurring)	40,000
Research:	
Eliminating two proposed energy research contracts—Energy (nonrecurring)	2,600,000
Modification of plans for fluidized-bed combustion test facility—Energy (nonrecurring)	52,400,000
Revenues:	
Change in classification of machine-processed cigarette leaf tobacco resulting in increased import duties—Customs Service (estimated annual savings)	2,000,000
Social Security:	
Resolution of uncleared 1974–1976 Social Security earnings enforcement cases and improvement of control system for resolving such cases—Health and Human Servcies (estimated annual savings)	8,700,000
Reduction in estimate of the first year cost of section 301 of the Social Security Disability Amendments of 1980—Health and Human Services (nonrecurring)	22,000,000
Transportation:	
Reduction in number of vehicles in the interagency motor pool in Honolulu, Hawaii—GSA (nonrecurring)	206,000
Elimination of five AMTRAK routes based on route criteria and standards—National Railroad Passenger Corporation (estimated annual savings)	59,000,000
Weapons Systems:	
Reduction in contract cost for development and production of the F–16 aircraft—Air Force (nonrecurring)	19,064,000
Deletion of requirement for certain special electronic equipment which was not needed for the planned future mission of the B–52G aircraft—Air Force (non- recurring)	8,000,000
Reduction of appropriation request for the advanced strategic air-launched missile program—Air Force (nonrecurring)	41,800,000
Reduction in appropriation for the surveillance towed array sensor system—Navy (nonrecurring)	119,400,000
Other Items:	
Reduction of number of military dependents authorized overseas—Defense (estimated annual savings)	3,204,000
Restriction of trading of commodity options—Commodity Futures Trading Commission (nonrecurring)	990,000
Elimination of funds for low-cost/no-cost energy conservation program expansion—Energy (nonrecurring)	15,000,000
Improvements in land acquisition practices—Agriculture and Interior (nonrecurring)	41,500,000

(Con't from p. 69)

Establishment of a Loan Program To Stimulate Small-Hydropower Development

In our report to the Chairman, Senate Committee on Natural Resources, and the Chairman, Senate Subcommittee on Energy Conservation and Supply, we concluded that development of small-hydropower resources through the Rural Energy Initiative Program has not been effective. We pointed out that (1) a small-hydropower loan program authorized by Title IV of the Public Utilities Regulatory Policies Act of 1978 (PURPA) was not being pursued by the Department of Energy (DOE) and (2) a loan program funded and managed by DOE as authorized by PURPA would be the best environment for pursuing the development of small-hydropower resources.

In June 1980, the Congress enacted sections 408 and 409 of the Energy Security Act which directs the Secretary of Energy to establish within 6 months such rules and regulations needed to fully implement Title IV of PURPA. (EMD–80–66, April 1, 1980)

Improvements in Controls Over Cash, Inventories, and Accounts Payable

In our report to the Government Printing Office (GPO), we discussed our examination and testing of the internal controls for the accounting and safeguarding of cash, publications held for sale, accounts payable, and three inventories—paper, materials, and supplies. To ensure that all these assets were properly managed and safeguarded, we suggested that GPO establish written procedures describing in detail, operations, system flow, and lines of responsibility for each of the functions we reviewed; admit only authorized personnel in the GPO mailroom; instruct security guards at the central warehouse to comply with GPO orders setting forth their duties; and establish procedures to ensure the recording of any destruction of publications for sale. In addition, we suggested that processing second invoices should be avoided to preclude duplicate payments.

In a letter dated April 21, 1980, the Acting Public Printer stated that GPO documented responsibilities and procedures for processing cash and for other systems, completed the redesign of the mailroom to improve security in that area, counseled security guards to comply with GPO orders regarding their assigned duties, studied the accounts payable function to preclude duplicate payments, and issued current instructions concerning the destruction of publications for sale inventory. We believe these improvements contribute to the overall improvement of GPO operations. (LCD–80–36, February 20, 1980)

Establishment of an Army Maintenance Management Improvement Program

In our report entitled "The Key to Improving Maintenance of Army Equipment: Commanders Must Motivate Their Personnel," we recommended that the Army stress command emphasis on maintenance, require on-the-job training programs in the units, evaluate the effectiveness of unit training programs, ensure that support maintenance units communicate with supported unit commanders, and periodically reevaluate maintenance task assignments, which should be reassigned, as appropriate, to the lowest level possible.

In implementing these recommendations, the Army established the Maintenance Management Improvement Program (MMIP) in early 1979 and set five primary objectives: (1) focus command emphasis, (2) upgrade maintenance operations, (3) strengthen maintenance training, (4) improve management of people, and (5) improve publications, tools, and repair parts support.

Actions taken thus far by the Army under MMIP include publishing a new, easier-to-use, maintenance guide for leaders; designing a more durable equipment log book and streamlining recordkeeping requirements; revising the concept for calibrating and repairing test, measurement, and diagnostic equipment; refining the training methods for maintenance personnel; and establishing a system mechanics program whereby the mechanic is trained exclusively for repairing a single weapons system rather than across-the-board skills, as in the past. Revised programs of instruction for the system mechanics were used in October 1980 for the first time. (LCD–78–428, December 22, 1978)

Action Taken To Close Out Repairs and Alterations Prospectuses

In our report to the Administrator, General Services Administration (GSA), we noted that approximately $52 million of prospectus authority related to prospectuses approved prior to 1972. In view of the current building and construction costs and possible changes in the work requirements for those buildings, we suggested that the scope of work described in those prospectuses may no longer be valid. Therefore, we recommended that the Administrator of General Services revalidate prospectuses approved prior to fiscal year 1973 to cancel or revise those that are outdated.

By letter dated May 30, 1979, GSA advised the congressional committees that it (1) agreed with the recommendation, (2) had reviewed 39 prospectuses approved prior to 1972, and (3) had closed out 26. More current information indicates 25 were closed out. Based on our review of data relating to those 25, we estimate that the closing of 21 of the prospectuses can be attributed to our recommendation. The closing out of the prospectuses precludes GSA from expending $15.8 million against the authority granted under such prospectuses. We are unable to estimate the actual savings, however, as it is possible that some work included in the closed-out prospectuses could be authorized under new prospectuses. (LCD–78–335, March 21, 1979)

Guidance to DOE on Contract Ratification and Contracting for Basic Management Functions

In our report, we pointed out that Department of Energy (DOE) staff made contractual commitments without going through the procurement process. While such practice does often speed delivery of a product, it does little to ensure that DOE obtains the best available product at the lowest price. DOE subsequently issued a departmental notice which specifies that only contracting officers may make contractual commitments and emphasizes that unauthorized employees making unauthorized commitments are to be held personally liable.

The report also noted the need for clarification as to what management services are acceptable for contractors to perform. DOE issued a departmental notice specifically defining functions which contractors cannot perform. Finally, the report recognized a need for a procurement training program, which DOE implemented. (EMD–80–2, November 2, 1979)

More Efficient Nuclear Regulation

In a report to the Chairman, Nuclear Regulatory Commission, we found that the Commission staff wanted to make mandatory an existing utility system for voluntarily reporting events at nuclear powerplants. The utilities' voluntary system is in addition to, and somewhat duplicative of, the Commission's mandatory system of reporting safety-related events. To prevent duplication and inefficient regulation, we recommended that the Commission resolve the issue by using rulemaking procedures.

The Commission accepted our recommendation and issued an advance notice of proposed rulemaking on January 30, 1980, to obtain industry and public comments to help the Commission formulate a definitive position on the issue. (EMD–79–16, January 26, 1979)

Action Taken on Performing a New Benefit-Cost Study on Libby Dam

In our report to Senator Baucus, we pointed out that the benefit-cost study used by the Corps of Engineers to justify constructing a regulating dam downstream from Libby Dam was based on a method no longer applicable to the energy picture in the Northwest. Therefore, the project benefits were overstated. We recommended the Corps do a new benefit-cost study using different methodology.

In commenting on our report, the Assistant Secretary of the Army pointed out the Corps had done a new benefit-cost study. The Congress has not authorized the construction of the dam and it has been excluded from authorization legislation. (EMD–80–25, November 20, 1979)

Determination Made Concerning Whether Public or Private Interests Have Preference in Relicensing Hydroelectric Facilities

Our report to the Congress pointed out that, because the Federal Energy Regulatory Commission (FERC) had not decided whether public or private interests had preference in relicensing hydroelectric facilities, present operators might be hesitant to expand existing sites. Sites where licenses were expiring through June 1981 have about 425 megawatts of potential additional capacity that could be developed.

On June 27, 1980, FERC ruled that, in relicensing a hydroelectric project, preference would be given to municipalities in which a public and private application for the same project were determined to be equal. (EMD–80–30, January 11, 1980)

Changes in the National Flood Insurance Program Should Help Communities Better Implement the Program

We recommended that the Secretary of Housing and Urban Development (HUD) have the Federal Insurance Administration (FIA) provide communities with the detailed data available in its files to help local planners and building officials manage their flood plains. We also recommended that HUD standardize the reporting format used by FIA to make it easier to compare and analyze their problems in implementing the National Flood Insurance Program.

The FIA has directed its regional directors to supply to communities, upon request, copies of work maps, guidelines, and specifications affecting all future flood insurance studies. Standardizing the reporting format should help FIA better implement the program. (CED–79–58, March 22, 1979)

Improvements Made To Enhance the Child Care Food Program's Ability To Provide Nutritious Meals at Healthful Feeding Sites

We found that over 60 percent of the meals tested at selected feeding sites under the Department of Agriculture's (USDA's) Child Care Food Program did not meet USDA's minimum nutritional standards for weight or contain required meal components. In addition, unhealthy conditions existed at 20 percent of the feeding sites visited. At 75 percent of the sponsors whose recordkeeping we evaluated, systems for maintaining records did not support claimed expenses; meal counts or costs were overstated; and records of eligibility were unreliable. Almost 20 percent of these sites which had engaged in practices that suggested fraud or program abuse were referred to USDA's Office of Inspector General.

As a result of our disclosures and other indications of needed improvements, USDA initiated a series of actions to improve program management including improving the planning process, modifying financial management regulations, strengthening the administrative review process, issuing financial guidelines, and developing a comprehensive monitoring and evaluation system.

Substantial unmeasurable savings should result because of the above actions and others that are planned to improve program management and strengthen the program's fiscal integrity. (CED–80–91, June 6, 1980)

The Department of the Interior Has Undertaken Numerous Actions for Providing Effective Aid To Improve Government Operations in American Samoa

We recommended that the Secretary of the Interior clarify the U.S. Government's roles and responsibilities in American Samoa by establishing territorial development goals and priorities, adequately evaluating Federal grant programs, and assisting in developing comprehensive programs for staff development and living and employment. We also recommended the Secretary establish a separate organization to provide technical assistance and use the best possible approach to provide information on the purpose and intent of all Federal funds and assistance furnished to American Samoa.

In a letter dated June 27, 1980, Interior advised us of specific actions that have been taken with respect to our recommendations. For example, the President announced a new Federal territorial policy on February 14, 1980, and charged Interior with the executive branch's responsibilities for territorial matters. Interior stated that it had initiated a study of Federal grant programs that would assist American Samoa in its evaluation of these programs and their administration. Interior also advised us that the American Samoa Government had nearly eliminated the 1979 recorded grant overruns as compared with approximately $1.6 million in overruns as of September 30, 1978. In addition, Interior stated that the U.S. Government Comptroller for American Samoa is now performing audits of the grant programs and will continue to do so in the future. (CED–78–154, September 22, 1978)

Improvement of Federal Agencies' Methods for Performing Benefit-Cost Analysis for Water Resources Projects

We recommended that the water resources agencies work together through the Water Resources Council (WRC) to improve their procedures for performing benefit-cost analysis. In addition, the agencies were encouraged to provide more uniform and specific estimating procedures through amending WRC's "Principles and Standards for Planning Water and Related Land Resources."

WRC responded to our recommendations by publishing in the *Federal Register* a revised "Principles and Standards for Planning Water and Related Land Resources" and "Procedures for Evaluation of National Economic Development Benefits and Costs in Water Resources Planning." These actions should ensure better and more consistent benefit-cost analysis and help in deciding which water resources projects will be funded.

While a specific dollar savings cannot be determined, the size of the fiscal year 1980 budget for the construction and maintenance of water resources (in excess of $3 billion) indicates its value. (CED-78-127, August 7, 1978)

Better Management Needed in DOD To Prevent Fraudulent and Erroneous Contract Payments and To Reduce Real Property Maintenance Costs

Our review of the award and administration of real property maintenance and repair contracts identified serious weaknesses in the Naval Facilities Engineering Command's procedures for verifying and controlling contract payments. In the course of this review, we developed evidence to show that contractors have taken extensive advantage of these internal control weaknesses, charging the Government for more work than was actually performed.

We reported our findings to the Naval Facilities Engineering Command and recommended improvements in its internal control system. We also recommended that appropriate action be taken to recover overcharges and payments made to contractors to date.

The Navy Facilities Engineering Command made extensive revisions in its contracting procedures to implement our recommendations and thereby strengthened its internal controls. (PSAD-80-14, January 9, 1980)

Potential for Savings and Improvements Needed in DOE Contracting for Moving and Storage Services

After reviewing the Department of Energy's (DOE's) procurement practices in contracting for moving and storage services, we recommended various actions to strengthen DOE's management controls. In response, the Secretary of Energy advised that DOE's actions were to (1) discontinue use of the General Services Administration's term contract for services other than moving; (2) obtain advertised, fixed-price contracts through GSA for large moves; (3) assign specific and separate duties to DOE personnel for the purpose of evaluating moving needs, and certifying and monitoring services provided; (4) provide training sessions for DOE personnel to take advantage of discounts; and (5) establish a Distribution Facilities System to account for the receipt, inspection, storage, issue, and inventory control of all DOE office furniture.

Savings should accrue to DOE in the future from tightening controls and using GSA fixed-price contracts for its larger moves. (PSAD-80-26, February 20, 1980)

Justice Department Makes Improvements To Combat Fraud in Federal Programs

In a report to Congresswoman Holtzman, we recommended that the Department of Justice

- address, through better guidance and training, the concerns preventing coordination of criminal and civil cases. Such guidance can also increase the awareness of civil remedies and the benefits of using such remedies.
- develop an adequate referral system which will ensure timely civil consideration of all fraud matters.
- strengthen the management and enforcement of fraud debt collections.
- explore with the Congress and the States the possibility of a uniform statute allowing collection of Federal fraud judgments without regard to presently differing State laws.

Justice has agreed to revise and expand its material on civil fraud remedies and is considering the development of a special course for assistant U.S. attorneys (being designed under the auspices of the Attorney General's Advocacy Institute). Also, the guidelines currently published in the *U.S. Attorney's Manual* are being redrafted by the Civil Division. The concerted effort to clarify and coordinate guidance will have a significant effect on the prosecutive policy of all fraud cases.

U.S. attorneys from 25 of the largest U.S. attorneys' offices, at a meeting held in November 1979, agreed to increase their emphasis on solving the problems associated with fraud prosecutions. As suggested in our report, the U.S. attorney for the district of New Jersey presented to the group procedures used by that office for coordinating fraud prosecutions, referring cases for civil action, and collecting fines.

In the area of management and enforcement of fraud debts, Justice's Civil Division directed its Judgment Enforcement Unit to undertake additional field trips to U.S. attorneys' offices to determine how judgments are enforced. Steps were also taken to assign additional paralegal resources effectively. To improve the management information systems with Justice, the Attorney General appointed a special assistant with responsibilities for this specific area of Justice's operations. (One such information system is a comprehensive management information system for tracking and identifying fraud debtors.) Further, within the Civil Division, substantial resources are being devoted to improving case-tracking and other information systems.

Justice agreed that it should explore with the Congress the possibility of a uniform statute allowing the collection of Federal fraud judgments without regard to presently differing State laws. To this end, Justice intends to draft legislation. (GGD–80–7, October 25, 1979)

Taxpayer Waiting Time at IRS Walk-In Service Offices

On April 10, 1979, we issued a letter report on our review of the Internal Revenue Services' (IRS') walk-in service offices. We advised IRS in the report and by separate letter that while the IRS-developed walk-in contact cards provided historical information concerning taxpayer service, they were not being used to provide timely information during the peak tax filing season. Our report demonstrated how the walk-in cards could be used to provide IRS managers with current information on walk-in taxpayer assistance. This information could be used to detect and correct problems and assist with staff scheduling.

Responding to our report, IRS agreed with our assessment and stated it was updating instructions on the use of walk-in cards and was developing an automated system. On February 5, 1980, we met with IRS Taxpayer Service representatives and were told that IRS used our report to persuade IRS field managers of the value and need for continued use of the walk-in cards and an automated system. Starting in January 1980, IRS established a new Walk-In Management Information System to provide monthly repoots within 3 weeks after the close of each month. Statistical data will be provided on each post of duty by hour, day, and week, and type of service.

IRS believes the system will provide valuable planning information and anticipates significant savings from the system by

- eliminating or consolidating underutilized posts of duty,
- making greater use of part-time versus full-time employees during peak periods, and
- adjusting office hours to conform to taxpayer usage. (GGD–79–53, April 10, 1979)

Improvements Made in Coordinating Federal Juvenile Delinquency Activities Among Federal Agencies

The Law Enforcement Assistance Administration (LEAA) improved Federal juvenile delinquency-related coordination activities among Federal agencies and began efforts to establish an information clearinghouse. Our report, "Federal Juvenile Delinquency-Related Activities: Coordination and Information Dissemination Are Lacking," identified several reasons why coordination mechanisms established under the Juvenile Justice and Delinquency Prevention Act were not functioning properly. LEAA had not effectively carried out its leadership mandate because it had not developed meaningful reports, encouraged interagency projects, or provided adequate support and direction to the Coordinating Council; furthermore, LEAA had not established an information clearinghouse or adequately explored the possibility of using existent clearinghouse mechanisms.

In late 1979, LEAA began to assert leadership at the Federal level by proposing specific goals and objectives for the Coordinating Council and by developing a work plan to achieve them. LEAA designated specific funding to provide the Council with direct staff support, and provided a staff member to work on Council activities.

Also in late 1979, LEAA issued an annual report which identified and analyzed Federal programs related to juvenile delinquency. The report appears to be LEAA's most comprehensive analysis of Federal juvenile programs, and should provide a basis for improved coordination.

LEAA has also begun to establish a juvenile justice information clearinghouse by expanding LEAA's already existing National Criminal Justice Reference Service rather than developing its own separate clearinghouse. While the dollar savings are not measurable, this action should eliminate the costs of duplicating existing dissemination mechanisms. (GGD–79–63, August 3, 1979)

Improvements Made in Bureau of Prisons' Contracting Procedures

The Bureau of Prisons implemented GAO's recommendations for overhauling its contracting procedures, resulting in recurring savings of about $69,000 annually to the Bureau of Prisons. Federal Procurement Regulations provide that contract proposals be supported by statements and analyses of estimated costs or other evidence of reasonable prices and provide that some form of price or cost analysis should be made in connection with every negotiated procurement action. At all the halfway houses included in our review, the Bureau failed to obtain adequate cost and pricing data or perform an adequate analysis of the proposal. Our analysis of three proposals showed instances where costs could not be supported or were unallowable, and we brought these matters to the Bureau's attention. As a result, the Bureau took steps to negotiate reduced compensation rates.

In commenting on our November 1979 draft report on community-based correction programs, the Bureau stated that it was completely overhauling its contracting procedures. This action will result in additional savings associated with other contracts not measurable at this time. (GGD–80–25, February 15, 1980)

Procedures Implemented for Better Sharing of Information on Offenders

The Bureau of Prisons and the Federal Probation System, at GAO's recommendation, implemented procedures for better sharing of information on offenders. In our report entitled "Community-Based Correctional Programs Can Do More To Help Offenders," we pointed out that correctional staff and probation officers were not always able to make program recommendations for offenders because the necessary information was not available. We also pointed out that the Bureau was not consistently forwarding accurate reports on the institutional performance of inmates to halfway houses.

In commenting on our report, the Federal Probation System and the Bureau of

Prisons concurred with our findings. An Inter-Agency Advisory Program was established, and it holds regular meetings between agencies to work on communication problems related to offender needs and program requirements. Also, the Bureau of Prisons has taken steps to ensure that its institutions forward accurate, timely information on offenders to halfway houses. (GGD–80–25, February 15, 1980)

Improvements Made in Quality of Services to Federal Prisoners Released Through Halfway Houses

The quality of services provided to Federal prisoners released through halfway houses has been improved by a complete renovation of the Bureau of Prisons' contracting procedures. In our report entitled "Community-Based Correctional Programs Can Do More To Help Offenders," we pointed out that the Bureau failed to provide halfway house contractors with adequate statements of work which specified the services to be provided to offenders. We also pointed out that the Bureau had not adequately monitored contractor performance. As a result, halfway houses did not regularly address offenders' needs, develop individualized program plans, or assess offenders' progress in programs.

In commenting on our report, the Bureau of Prisons concurred with our findings and recommendations. The Bureau developed a new statement of work which details exactly what is required of contractors in all program and operation areas. Also, the Bureau took steps to strengthen the monitoring of contractor performance. Community Program Officers are expected to monitor contract facilities at least twice a year and a comprehensive monitoring instrument based on the statement of work was developed for their use. These actions should improve the quality of services provided to Federal prisoners released through halfway houses. (GGD–80–25, February 15, 1980)

Action Taken by the Postal Service To Gain Control Over Fuel

GAO issued a report to the Congress on the need for tighter controls over fuel purchased by the Postal Service. The report contained many recommendations to the Postmaster General because of weaknesses GAO found in the Service's controls over (1) handling of bulk fuel receipts and disbursements, (2) purchases of fuel from commercial service stations, and (3) the use of fuel by Service employees.

In a letter to the Director, Office of Management and Budget, dated August 27, 1980, the Postmaster General outlined the actions taken as a result of GAO's report. They include

- issuance of new forms and new procedures for recording the purchase and receipt of vehicle fuel and motor oil,
- resolution of problems the Service was having with its Vehicle Management Accounting System, and
- the use of recording speedometers on vehicles to obtain better information on vehicle use and fuel consumption.

These positive actions taken by the Postal Service as a result of GAO's report should greatly reduce the Service's susceptibility to fraud, abuse, and waste in the procurement and use of fuel. (GGD–80–75, July 31, 1980)

Improved Approach to Public Debt Legislation

The Congress has attempted to control the size of the public debt over the last several years by enacting temporary debt ceilings which expired in a year or less. Although that approach gave the Congress flexibility in changing the ceiling, it also resulted in additional costs and other undesirable conditions when the legislation to enact new ceilings after the temporary ceiling expired was delayed. In each case, new legislation was needed to allow Government operations to continue, and to finance deficit budgets which had already been approved.

Responding to a request from the House Ways and Means Committee, we reported on the added costs and other problems caused by the delays, such as the disruption of the Government's financing operations and as much as $15 million in unnecessary interest costs during 1978 and 1979. We also noted that the periodic consideration of temporary debt ceiling legislation duplicated efforts made in developing debt levels for the annual congressional budget resolutions. To take full advantage of that process, we recommended that the Congress implement an approach to set the debt ceiling at the level established in the budget resolution. Public Law 96–78 adopted the recommendation effective with fiscal year 1981. (FGMSD–79–33, September 7, 1979)

Savings in Purchasing Foreign Currencies for NATO Contributions

In recent years, U.S. contributions to North Atlantic Treaty Organization (NATO) construction and operating programs have been about $175 million a year. GAO noted a lack of consistency among NATO members in the timing of their contributions to NATO programs. To reduce interest costs, we recommended that Treasury review payment requirements with the U.S. Army Support Group to NATO and arrange for U.S. payments and related currency purchases to be made at the latest acceptable date.

In buying foreign currencies, the U.S. NATO Support Group used one employee to obtain quotes by telephone from several banks, but the quotes were not obtained at the same time. In a fluctuating foreign exchange market, one bank may not hold its quote while other banks are canvassed, and the most favorable rate may not be obtained. GAO recommended that Treasury review with the Support Group procedures for acquiring foreign currencies at competitive rates.

In responding to our recommendations, Treasury said that the U.S. NATO Support Group had agreed to buy foreign currency as near to the due date as possible; if no due date was specified, payment would be made 30 days from the billing date in accordance with Treasury regulations. Treasury also said that the Support Group upgraded its canvassing capabilities and can now solicit bids from three banks simultaneously.

Treasury advised that this action taken

to satisfy GAO's recommendations will result in interest and budgetary savings. (ID-79-51, September 26, 1979)

Other Benefits

Some actions taken in response to our recommendations result in benefits other than financial savings. If the Congress enacts recommended legislation or if new agency regulations or procedures are adopted, day-to-day operations at Federal, State, and local levels may improve. Sometimes the actions directly enhance the well-being of individual citizens.

Actions Taken To More Closely Integrate NATO's Military Command Structure

In August 1977, we issued a report which discussed U.S. participation in two command structures in Europe. The basic issue raised in this report is that closer integration is needed between the U.S. and North Atlantic Treaty Organization (NATO) Military Command Structures. The Department of Defense, in general, agreed to the issues we raised. After this report was issued, actions were initiated by the U.S. and NATO which ultimately should lead to closer integration of the command structures.

For example, in May 1978, agreement was reached to undertake a NATO Long-Term Defense Program of more than 120 individual defense improvements measures. These call for cooperative NATO programs in 10 vital functional areas. In early 1978, the Army formulated a concept for a coordinated NATO line of communication. This was the result of the Army's Deputy Chief of Staff tasking Logistics to look at those logistics functions which could be brought together under a NATO umbrella. The first function studied was the Petroleum, Oil, and Lubricant pipeline, and since July 1979, the total pipeline has been under NATO control.

While GAO cannot take credit for the above actions and those like them, we believe that our report has helped influence the actions now being taken toward a more closely integrated NATO command structure. (LCD-77-419, August 26, 1977)

Improved Reliability of Tactical Air Command's Readiness Indicators

The Air Force's Tactical Air Command reports combat readiness of its units using standard readiness indicators (C-ratings). In our report, "The U.S. Air Force Tactical Air Command—Is It Ready—Can It Fulfill U.S. Commitments to Rapidly Increase Its Forces in Europe?", we discussed deficiencies in the Tactical Air Command's readiness reporting which raised serious doubts as to the reliability and usefulness of the readiness indicators reported to the National Command Authorities. We recommended improvement actions for readiness reporting and unit tasking.

In Air Force implementing regulations, AFR 55-15, for the Unit Status and Identity Report which replaced the previous Force Status readiness reporting system, procedural changes were made to address many of the readiness concerns and incorporate many of the recommendations discussed in our report. The Tactical Air Command revised its implementing regulations, TACR 55-29, and on May 1, 1980, began reporting its readiness to National Command Authorities using the revised procedures. (LCD-79-406, April 23, 1979)

Enhanced Nuclear Emergency Preparedness

The Federal Emergency Management Agency is the Federal focal point for emergency preparedness and response activities. However, the Nuclear Regulatory Commission has been the Federal policymaker and coordinator for nuclear-related emergency preparedness planning.

In a report to the Congress, we recommended that the Federal Emergency Management Agency assume the responsibility for setting policy and coordinating radiological emergency response planning around nuclear facilities. On December 7, 1979, the President transferred to the Federal Emergency Management Agency the lead responsibility for offsite emergency preparedness around nuclear powerplants. (EMD-78-110, March 30, 1979)

Reassessment of State Compliance Under the State Energy Conservation Program

In our report "Uncertainties About the Effectiveness of Federal Programs to Make New Buildings More Energy Efficient," we concluded that the Department of Energy (DOE) had not consistently applied criteria to determine State compliance with the State Energy Conservation Program requirement to implement mandatory thermal efficiency standards for new buildings. Furthermore, we pointed out that if States did not know whether local jurisdictions were enforcing thermal efficiency standards, serious problems could surface which would hinder the effective implementation of building energy performance standards soon to be established by DOE.

In April 1980, DOE reported to the House Committee on Governmental Operations and the Senate Committee on Governmental Affairs that, while DOE had assessed the extent of State compliance with mandatory program measures on a state-by-state basis, the assessment did not consistently address concerns voiced in our report. Therefore, DOE stated it would undertake a reassessment to address specifically those points. DOE stated it would use the information to (1) help make an accurate assessment of the thermal efficiency code compliance status of States and local governments, (2) encourage more States to implement thermal standards, and (3) serve as a basis for States' implementation of energy performance standards. (EMD-80-32, January 28, 1980)

Action Taken To Improve the Residential Solar Heating and Cooling Demonstration Program

In our report to the Congress, which discussed the Department of Housing and Urban Development's (HUD's) residential solar demonstration program, we noted that the program had not been very successful in demonstrating the practical use of solar heating and cooling technology. We pointed out that many of the program's solar energy systems experienced operational problems which prevented the systems from demonstrating reliability and economic viability and that the program might have an adverse impact on the public acceptance of solar technology. We also pointed out that although HUD had a large contingency fund to be used to repair the demonstrated solar systems, it had made very limited use of this fund.

In our report, we recommended that HUD evaluate the technical and economic adequacy of all solar demonstration projects funded, identify problems, and take appropriate actions to correct the problems, including making expenditures from the contingency fund if necessary. In response to this recommendation, HUD initiated efforts to review the operation of all its solar demonstration projects and correct the operational problems, thereby better assuring the achievement of the authorizing legislation's objectives. (EMD–79–55, October 9, 1979)

Improved Involvement of Users in the Department of Energy's MHD Program

In our report on the Department of Energy's (DOE's) $70-million-per-year program to develop magnetohydrodynamic (MHD) electric generating systems, we recommended that the Secretary of Energy establish a mechanism to actively involve potential users in the program. MHD is a first-of-a-kind technology for efficiently generating electricity from coal with less environmental emissions than conventional powerplants. DOE is now starting tests of the technology at larger-than-laboratory facilities and is making preliminary designs for a pilot plant. User involvement can focus the program on activities which answer users' needs and help reduce the uncertainties associated with technology development and commercialization.

In letters to the House Committee on Government Operations and the Senate Committee on Governmental Affairs, DOE stated that it has assigned a high priority to increasing user involvement in the program and is actively investigating alternative liaison mechanisms. DOE has initiated meetings with the Electric Power Research Institute, the Tennessee Valley Authority, and other utilities to discuss technology development activities and ways to better involve potential users in the program. DOE's Acting Director, Office of Coal-Fired MHD Systems, Office of the Assistant Secretary for Fossil Energy, said that our report contributed to DOE's increased efforts to involve utilities. (EMD–80–14, February 11, 1980)

Improved Safety for Storing and Transporting Hazardous Liquefied Energy Gases

In the late 1960's, several major projects were initiated to import large quantities of liquefied natural gas (LNG) through terminals near major East and West Coast cities. Federal agencies were slow to respond to public concern about the safety of these projects. No uniform standards were adopted for LNG storage facility siting, and for 8 years, the Department of Transportation (DOT) used interim standards for the design and operation of LNG storage facilities. Only minimal consideration was given to truck movements of LNG.

In our report, we made numerous recommendations to improve the safety of storing and transporting LNG. We also recommended that liquefied petroleum gases (LPG) be similarly regulated. On November 30, 1979, Public Law 96–129 was enacted to improve the safety of LNG and other hazardous materials storage facilities. Several provisions reflected additions and changes to bills that we had recommended in our report, in testimony, and in comments on bills. For instance, the act covers LPG storage facilities. It addresses our recommendations to site new facilities only in remote areas, to require better offsite liability coverage in the event of an accident, and to provide the Secretary of Transportation with the power to suspend operation of any facility considered to be hazardous.

DOT has issued final regulations for siting, design, and construction (and proposed regulations for operations and maintenance) that cover almost all LNG storage facilities. Many of our more technical recommendations were adopted.

In addition, the City of Boston has passed an ordinance that adopts the thrust of our recommendations on truck movements of LNG through urban areas. (EMD–78–28, July 31, 1978)

Actions Taken by the Commodity Futures Trading Commission To Protect the Trading Public from Abusive Commodity Trading Practices

Assuring that the trading public is protected from abusive trading practices on the floor of exchanges is one of the primary reasons for Federal regulation of the commodity futures industry. We reported that the Commodity Futures Trading Commission's efforts had been inadequate on many important regulatory issues related to curbing such abuses. In response to our recommendations designed to curb trading abuses and enhance customer protection, the Commission has taken the following actions:

- It established trading standards for floor brokers under which exchanges are required to submit to the Commission for its approval rules to regulate the practice of dual trading (i.e., trading for one's own and for a customer's account) by floor brokers. To date, four exchanges have rules which have been approved by the Commission under this provision.
- It increased the agency's capability to perform observations of floor trading at exchanges by providing appropriate training to its regional office surveillance personnel. (CED–78–110, May 17, 1978)

Legislation Enacted To Specify the Level of and Priorities for Improvements Under the Northeast Corridor Improvement Project

The Railroad Revitalization and Regulatory Reform Act of 1976 authorized the 5-

year, $1.75-billion Northeast Corridor Improvement Project to improve rail passenger service and travel times between Boston, New York, and Washington. We concluded that the project would not be completed within the timeframe and cost authorization specified by the act and that the project's work scope had been reduced, which would lead to increased future maintenance costs, less passenger comfort, less on-time reliability, and reduced safety. We pointed out that estimated costs for the project could exceed $5 billion, depending on what improvements were to be included in the project. We recommended that the Congress decide what improvements were desirable and what additional funding, if any, should be provided.

On May 30, 1980, the Passenger Railroad Rebuilding Act of 1980 (Public Law 96–254) was approved authorizing an additional $750 million for the project. The act specifies that the goals of the project are to be achieved to the extent compatible with the revised authorization level and establishes priorities among the project's goals to serve as a basis for selecting and scheduling the specific improvements. (CED–79–38, March 29, 1979)

The Department of Defense Adopted Changes in Management Policy and Procedures for Major Weapon System Programs

In our report to the Congress, we recommended a number of procedural changes in the way major weapon system acquisition programs are managed by the Department of Defense (DOD). We recommended that (1) DOD should be more aggressive in defining DOD missions and clearly delineating the roles of DOD components; (2) DOD should identify amounts of funding needed to finance exploration of competitive designs; and (3) DOD should provide additional guidance to its components on acquisition strategy applicable to major systems.

DOD subsequently revised its basic policy and procedures directives on major weapon system acquisition management on March 19, 1980. A DOD representative publicly attributed the reasons for the revisions to (1) recommendations in GAO report PSAD–79–9, (2) a Defense Science Board Study, and (3) internal perception of management problems. Further, DOD perceives significant management improvements from these changes. The revisions are expected to increase management visibility of ongoing programs and provide program managers with more authority to meet assigned program objectives. (PSAD–79–9, February 20, 1979)

GSA's Personal Property Repair and Rehabilitation Program: A Potential for Fraud?

In November 1979, we reported that the General Services Administration (GSA) improve the management of the personal property repair and rehabilitation program or reduce it to a more manageable size. We also concluded that GSA should be more responsible for administering the program and assisting customer agencies.

We recommended that the Administrator of General Services

- accept responsibility for repair contract administration as required by the Federal Property Management Regulations,
- increase internal audit coverage of repair contractors and require that contractor accounting systems be reviewed during preaward audits, and
- increase GSA's reviews of contractor billings to customer agencies.

The February 1980 response to our report said that the Administrator had initiated corrective actions. The response further advises that:

- GSA is taking a series of actions to reduce the program's size.
- GSA is developing new instructions that will describe more fully the respective contract administration responsibilities of GSA and using agencies.
- GSA is revising the program handbook (estimated to be completed in September 1980) to require regional offices to conduct annual reviews of contractor billings.

Implementation of these changes should strengthen and improve the management of the personal property repair and rehabilitation program. (PSAD–80–5, November 14, 1979)

Government Agencies Need Effective Planning to Curb Unnecessary Year-End Spending

During a review of year-end spending at many civilian Government agencies, we found that the Bureau of Mines was routinely recording commitments as obligations and reporting them to the Treasury Department as valid obligations on their monthly Report of Obligations (SF–225), and to OMB through the monthly Report of Budget Execution (SF–133). A commitment is merely a decision to procure something which may or may not be carried out.

By reporting commitments in this way, the Bureau was misrepresenting its financial status to the Treasury Department, OMB, and the Congress.

According to 31 U.S.C. 200(a), no amount can be recorded as an obligation of the Government unless it is supported by a written binding agreement between the contractor and the Government. No such agreement existed to support these commitments.

As a result of our report, the Bureau agreed to change its policy and record only valid obligations that meet the requirements of 31 U.S.C. 200(a), and thus more accurately presents its financial position. (PSAD–80–67, July 28, 1980)

The Center for Disease Control Begins Using More Effective Program Evaluation Methods

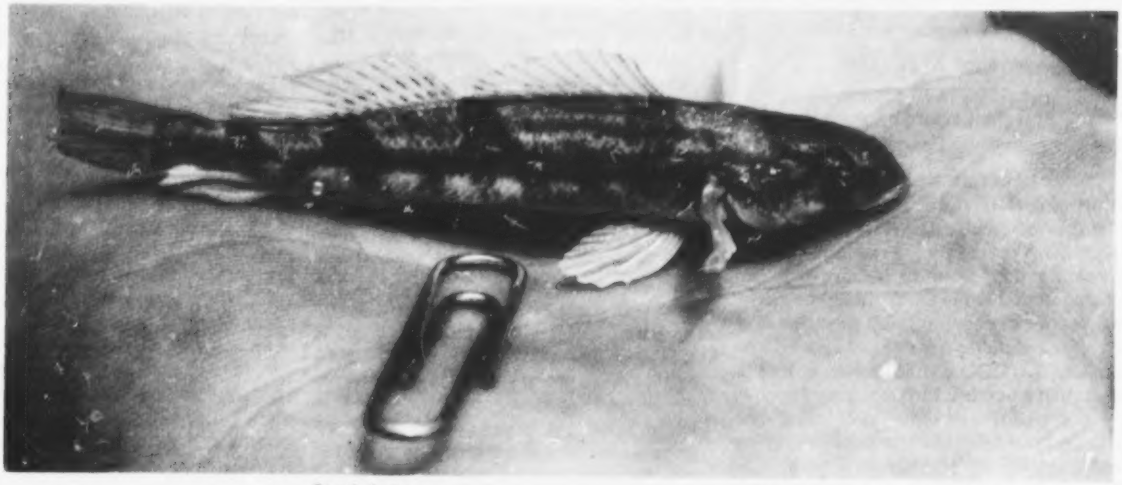
On several occasions we have reported that the Center for Disease Control (CDC) needs to improve its program evaluation system to better manage its programs. Without clear, acceptable objectives and performance measures, program managers' abilities to administer programs effectively and efficiently and evaluators abilities to produce useful information for improving programs are limited. For example, in a recent review we found that CDC's measures of success for its childhood immunization grant programs were inconclusive because the measures were based on data of unknown accuracy and did not distinguish between Federal and non-Federal program effect. We recommended that reliable performance measures could help CDC better determine the need for Federal assistance.

We have worked with CDC's Director and others to improve the agency's evaluation strategy. After a preliminary analysis of CDC's diabetes control program showed diabetes problems and possible solutions were misunderstood and that expectations of CDC's diabetes program differed among Federal policymakers and program managers, CDC contracted for an evaluation

American alligator

The Department of the Interior's actions taken on numerous GAO recommendations resulted in improvements designed to provide greater protection to endangered and threatened species while minimizing their effect on Federal, State, and private projects and programs.

(Photos courtesy of Fish and Wildlife Service)



Snail darter

(Courtesy of Tennessee Valley Authority)

of the program using a methodology similar to ours. In June 1980, the Director told us he intended to make such evaluations an integral part of CDC's program management. (HRD–79–54, March 13, 1979; HRD–80–52, June 6, 1980)

Protection to Endangered and Threatened Species Increased

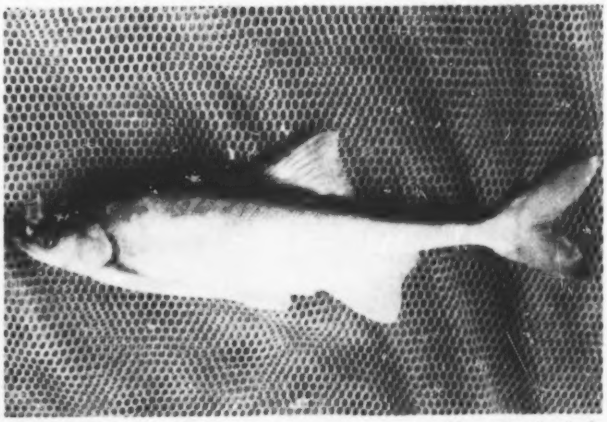
We made 17 management improvement recommendations to the Secretary of the Interior to provide greater protection to endangered and threatened species while minimizing their effect on Federal, State, and private projects and programs. During July 20, 1979 testimony before the Subcommittee on Fisheries, Wildlife Conservation and the Environment, House Committee on Merchant Marine and Fisheries, the Director of Interior's U.S. Fish and Wildlife Service stated that the report had come at an appropriate time in the development of the endangered species program and had provided the Service with a beneficial critique of progress.

By October 1979, Interior had implemented or taken positive steps to implement 14 of the 17 recommendations. Improvements were made to provide greater protection to endangered and threatened species while minimizing their effect on Federal, State, and private projects and programs. The Service

Bald eagle

Columbian white-tailed deer

Grizzly bear



Humpback chub

- published final or proposed regulations on (1) the information to be included in petitions to list, delist, or reclassify species, (2) the information to be included in biological assessments to identify listed or proposed species which are likely to be affected by Federal agencies' projects and programs, and (3) the procedures the Service will follow when reviewing listed species to determine if their statuses have changed.
- implemented procedures or guidelines to (1) assure the prompt and responsive handling of incoming petitions, (2) record and monitor consultations with other Federal agencies to avoid errors in assessing resource needs, and (3) improve recovery planning aimed at returning listed species to a point where they are no longer endangered or threatened.
- established two systems to provide information on listed, proposed, and candidate species to Federal agencies and the States.
- developed "strike forces" with the Department of Justice in response to illegal taking of waterfowl, commercial sale of migratory birds illegally taken, and eagle killing. (CED–79–65, July 2, 1979)

Agencywide Health Monitoring Program Developed by the Environmental Protection Agency for Employees Potentially Exposed to Hazardous and Toxic Substances

We recommended to the Environmental Protection Agency (EPA) that

- the safety and health activity be organizationally realigned,
- a health monitoring program be implemented agencywide,
- a survey of laboratory conditions be made on a priority basis, and
- additional health staffing be provided.

In response to our recommendations, EPA took the following actions:

- The Occupational Health and Safety staff now reports directly to the Assistant Administrator for Planning and Management, who is the designated Safety and Health Officer.
- The Occupational Health and Safety headquarters staff funding increased from $304,000 in fiscal year 1978 to $472,000 in fiscal year 1980. The staff's support fund, which is used to fund outside contracts including medical monitoring services, increased from $162,000 in fiscal year 1978 to $408,000 in fiscal year 1980.
- The number of Occupational Health and Safety staff members involved in the health function has increased from one in 1976 to three full-time and two part-time in 1980.
- A survey of all laboratory sites has been completed and plans for annual inspections have been established.
- The percentage of employees potentially at risk has decreased from 37 percent (3,500 of 9,500) in 1976 to approximately 22 percent (3,000 of 14,000) in 1980 due to improved working conditions.
- Occupational Health Officers have been appointed in every region.
- A health monitoring program providing at least the basic services is in existence in all regions.

The program has been well received by the employees involved and has a voluntary participation rate of 95 percent of the eligible employees. (CED–76–160, October 8, 1976)

Better Use of Federal Funds in Meeting Agriculture Conservation Program Objectives

The Department of Agriculture's major soil conservation programs have not been as effective as they could have been in establishing enduring conservation practices and reducing erosion to tolerable levels. We recommended that the Conservation Service realign its priorities and seek out and offer assistance to farmers who have critical erosion problems. We also recommended that the Agricultural Stabilization and Conservation Service give funding emphasis and priority to critically needed conservation practices which farmers ordinarily would not undertake with Federal cost-sharing assistance. In addition, we recommended that the Congress clarify the Agricultural Conservation Program's legislation concerning the types of conservation practices that should be funded.

In May 1978, we testified on this and other Agriculture programs before the Subcommittee on Agriculture, Rural Development, and related agencies of the Senate Committee on Appropriations. At the initiative of this subcommittee, and based on language we provided concerning the types of conservation practices that should be funded, appropriations legislation for the 1979 and 1980 programs reflected our recommendation to emphasize the funding of critically needed conservation practices and to limit spending on production-oriented practices that have little or no conservation or pollution abatement benefits.

As a result, the Department redirected its 1979 program to eliminate production-oriented practices. For the 1980 program, the Department had developed a national program consisting of those practices which meet congressional and executive directives. This program provides for enduring practices such as permanent vegetative cover, terraces, and sod waterways, and specifically excludes practices that are primarily production-oriented, such as weed control and drainage. (CED–77–30, February 14, 1977)

Action Taken To Ensure an Expeditious Timetable for Issuing Minimum Guidelines and Requirements for Accessibility Standards

In our letter report of October 1, 1979, and again in our June 6, 1980, report to the Congress, we recommended that the Architectural and Transportation Barriers Compliance Board take action to promptly issue minimum guidelines and requirements for accessibility standards to public buildings by handicapped persons. The Compliance Board responded that final guidelines will be issued in December 1980, which is more than 1 year earlier than scheduled.

We further recommended that OMB recognize the Compliance Board as an independent agency with a separate budget presentation similar to other independent Federal agencies. In response to that recommendation, on August 8, 1980, OMB informed the Chairman, Senate Committee on Government Operations that the 1982 Budget Appendix will provide a separate budget presentation for the Compliance Board under the section devoted to other agencies. (FPCD–80–51, June 6, 1980)

Contracting Out Base Operating Support Functions at the Navy's Pacific Missile Test Center, Point Mugu, California

The Pacific Missile Test Center was in the process of contracting out base operating support functions of (1) data coordination and computer peripheral equipment services and (2) mess attendant services on San Nicolas Island. These functions are currently being performed by permanent civil service employees. The contracting-out decisions were to be made without cost comparisons prescribed in the firm bid/offer procedure for study of possible conversion of Government commercial and industrial activities to contract. In addition, the functions were not on the approved list of activities to be studied for conversion and were not approved by the Chief of Naval Operations.

This matter was brought to the attention of Navy officials in November 1979, as part of a discussion of several contracting-out issues identified during the review. The Naval Air Systems Command directed the Pacific Missile Test Center to defer contracting out the functions until (1) they are placed on the study list, (2) fact sheets are submitted and approved by the Chief of Naval Operations, and (3) the required cost comparisons are prepared. (PSAD–80–19, December 11, 1979)

GSA's Personal Property Repair and Rehabilitation Program: A Potential for Fraud?

While performing this review, we issued a Notice of Exception (NOE) to a GSA Certifying Officer for failure to have adequate evidence before paying a contractor for work allegedly done at the State Department. In our supporting documentation for the NOE, we named the GSA official who certified that he had inspected and accepted the alleged work done by the contractor. Our examination of the contractor's files disclosed no evidence that the work had been performed.

In January 1980, the GSA official was charged by the U.S. attorney's office in Washington with receiving more than $75,000 in kickbacks from building contractors in return for awarding them contracts to do phantom work. We believe that our work contributed to the corrective action taken. (PSAD–80–5, November 14, 1979)

The Veterans Administration Is Now Conducting an Epidemiological Study of the Long-Term Health Effects on Veterans Exposed to Herbicide Orange in Vietnam

Between 1966 and 1969, a large number of U.S. ground troops in Vietnam were in areas sprayed with herbicide orange both during and shortly after spraying. The Department of Defense took few precautions to prevent exposure because at that time it did not consider the herbicide to be toxic or dangerous to humans. Since 1977, many Vietnam veterans have been concerned about health problems which they attribute to herbicide orange exposure in Vietnam. As a result of an earlier GAO report and congressional pressure, the Air Force initiated a health effects study of personnel handling and spraying herbicide orange in Vietnam under operation "Ranch Hand."

Senator Charles Percy was concerned, however, that many servicemen who were not herbicide handlers could have been exposed to herbicide orange in Vietnam. He asked us to determine (1) when and what military units were in or near areas sprayed with herbicide orange and (2) what precautions were taken to prevent ground troops and others from exposure.

We recommended that the Congress direct the Department of Defense, the Veterans Administration, the Department of Health, Education, and Welfare, or the Environmental Protection Agency to determine whether a study is needed on the health effects of herbicide orange on ground troops identified in our analysis.

In December 1979, the Congress passed an amendment to the Veterans' Health Programs Extension and Improvement Act of 1979, requiring the Veterans Administration to conduct an epidemiological study of the long-term health effects on veterans exposed to herbicide orange in Vietnam. (CED–79–22, April 6, 1979; FPCD–80–23, November 16, 1979)

Improved Administration of the Summer Youth Employment Program

In our report to the Chairman and Ranking Minority Member, Senate Committee on the Budget, we acknowledged that the Department of Labor's (DOL's) 1978 Summer Youth Employment Program has an admirable objective to provide youths with meaningful work tasks and training to develop their skills and enhance their future employability.

However, DOL's efforts to assure that State and local governments were operating quality programs were not very successful at the sites we visited. As a result, the future employability of many of the most needy youths was not improved. Poor administration by DOL and by local program operators prevented many youths, mostly at urban locations, from being exposed to the real world of work.

As a result of our criticism, recommendations for improvement, and a report by the Senate Appropriations Subcommittee on the Departments of Labor, and Health, Education, and Welfare, and related agencies, DOL improved the operation of the 1979 program, particularly strengthened supervision and monitoring efforts, and eliminated inadequate worksites.

The following highlights some specific changes and improvements:

- DOL established a Special Monitoring

Group dedicated to the summer program; the Office of Inspector General increased monitoring; and the Employment and Training Administration intensified regional office monitoring. DOL noted that the number of worksites with adequate activity increased from GAO's finding of 40 percent in 1978 to 79 percent meaningful worksites in 1979.

- The Administrator, Office of Youth Programs, stated that in the 1979 program, there were about 10,000 Federal monitoring visits at worksites in addition to 330,000 prime sponsor site visits. Before 1979, the program had been considered an income transfer program and little effort was spent on monitoring and administration; however, increased monitoring was planned for 1980, funding was being provided earlier, and planning was being done on a year-round basis.
- The Assistant Secretary for Employment and Training stated that review of the 1979 program showed "productive well-supervised work experience" and demonstrated a "tremendous turnaround in the summer youth program." (HRD–79–45, February 20, 1979)

Improved Project Management for the Administrative Conference of the United States

In a report entitled "Administrative Conference of the United States Needs Better Project Management," we criticized certain aspects of the Administrative Conference's project management and made recommendations for improvement.

On April 3, 1980, we received a response in which, although disagreeing with some of our conclusions, the Conference agreed to implement each of our recommendations. Together, these recommendations were intended to improve the planning, control, and evaluation of Conference projects. Specifically, we recommended that the Conference

- conduct long-range planning of future projects which would include (1) establishing a Council or committee review and (2) considering cosponsorship with other agencies;
- improve documentation to better account for project costs and schedules;
- request the Director, OMB, to serve as a focal point for determining executive department implementation of Conference recommendations; and
- include project evaluations in planning for future projects. (GGD–80–13, February 4, 1980)

Improvements Made in the Operation of the Capitol Page School

In a report requested by the Chairmen of the Subcommittees on Legislative, House, and Senate Appropriations Committees, we recommended the need for improvements in the oversight of the Capitol Page School. We identified a need for (1) a formal arrangement between the District of Columbia Board of Education, the Secretary of the Senate, and Clerk of the House of Representatives for the education of pages, (2) complete and accurate accounting data on Capitol Page School transactions, and (3) requirements for reporting periodically and annually on School operations and page performance.

On January 22, 1980, an agreement between the Board of Education, the Clerk of the House, and Secretary of the Senate was entered into for the operation of the Capitol Page School. The agreement provides that the Board will maintain accurate accounting records for the School. A semiannual progress report summarizing academic achievements at the School or problems the Board of Education may encounter with the program is to be prepared and submitted to the Clerk of the House and Secretary of the Senate.

This agreement should improve operation of the Capitol Page School and enhance congressional oversight capability. (GGD–79–56, April 26, 1979)

Customs Services Reclassifies Certain Imported Trucks into Higher Duty Category

For many years, the Customs Service has classified trucks imported without cargo beds as "chassis" instead of "trucks." Importers pay a 4-percent duty on chassis and a 25-percent duty on trucks. In a report requested by Chairman, House Ways and Means Committee, we concluded there was substantial merit to the technical arguments for classifying the vehicles as trucks. It was difficult to conclude that as a matter of law the chassis classification was clearly wrong. However, from a practical viewpoint, we noted Customs' ruling permitted importers to avoid a 25-percent duty by importing the cargo box separately.

The International Trade Commission (ITC), commenting on our report in May 1979, concluded that we had amassed a wealth of data and our conclusions did not lack merit. Nevertheless, ITC said that its interpretation of the data indicated that the imports were trucks and dutiable at the 25-percent rate. Subsequently, Customs reconsidered its position and on August 21, 1980, began to classify as trucks those imported lightweight trucks without cargo beds.

The recent Customs decision should have two immediate results. To the extent imports continue, Customs will collect additional revenue through the higher duty rate; to the extent sales decline, the U.S. balance of payment should improve. For example, had the higher duty applied to trucks imported from 1972 through 1977, an additional $600 million in duty would have been collected. On the other hand, Ford and General Motors will start production of lightweight trucks for their 1981 model year, which may reduce imports and keep truck dollars in the United States. (GGD–79–19, December 13, 1978)

Slow Productivity Growth in the U.S. Footwear Industry—Can the Federal Government Help?

U.S. shoe manufacturers have experienced a steady economic decline since the late 1960's. The industry's productivity has been among the lowest of our Nation, primarily reflecting insufficient capital and technology and underskilled workers. Imports largely from countries with low labor rates or with highly skilled workers have captured about 50 percent of the domestic market. From 1967 to 1977, the number of U.S. shoe manufacturing firms decreased by almost half and nearly 76,000 people lost their jobs.

Shoe manufacturing is very labor intensive; consequently, manufacturers having the lowest labor and material costs and producing high-quality stylish shoes have a competitive advantage. To compete and prevent further deterioration of their market, U.S. manufacturers must raise their productivity and acquire a better understanding of domestic and international markets. This is particularly important for small- and medium-sized firms. In the long run, automation may offer an opportunity for domestic manufacturers to increase their productivity and gain a competitive advantage over foreign producers.

We concluded that solutions to the shoe industry's problems were, for the most part, beyond any single company's capability. We also concluded that the Government could help address problems of the industry as a whole. Consequently, we recommended that the Department of Commerce strengthen its Footwear Industry Revitalization Program by directing initiatives to foster joint efforts by industry, the Government, universities, and labor to improve productivity and enhance the long-term viability of the industry.

Commerce has taken action to strengthen its revitalization program. It has established a permanent footwear center and initiated joint efforts between industry and Government to identify and evaluate technological developments that will provide competitive advantages. (FGMSD–80–3, February 25, 1980)

Development of a National Productivity Clearinghouse

In our report we recommended that a national productivity clearinghouse be established in the Department of Commerce. We stated that, to be effective, the clearinghouse must go beyond simply maintaining and distributing information. It must provide specific information private companies can use to improve their productivity in delivering their products and services, and thus become more competitive.

OMB responded to our recommendations by informing the Congress on February 22, 1979, that the President had assigned leadership responsibility for the collection and dissemination of information on productivity improvement to the Department of Commerce. Commerce established a productivity clearinghouse within the National Technical Information Service, and on September 4, 1980, announced the establishment of a Productivity Reference Service. It will make productivity improvement and related data available to the private sector in a relevant and up-to-date form. Commerce's action is directly in line with the recommendations of our report. (FGMSD–79–4, December 12, 1978)

Better Day Care Services Can Be Provided to a Substantially Larger Number of Children With Current Dollars

In our report we recommended that the Department of Health, Education, and Welfare make certain revisions to the Federal Interagency Day Care Requirements to improve the quality and reduce the cost of federally funded day care services. An $8 million National Day Care Study funded by the Department of Health, Education, and Welfare (now Department of Health and Human Services) concluded that the Government could buy better day care for preschool children at lower cost by revising the Federal day care standards to (a) increase the child-to-staff ratio allowing more children per staff and (b) require staff to have training in the care of preschool children. GAO reached the same conclusion in its analysis of the study and in independent field work. GAO confirmed that the low child-to-staff ratio required by the Federal standards did not assure good care. Non-federally funded day care centers not only had more children per staff but generally provided superior care.

The Department of Health, Education, and Welfare issued new Federal Interagency Day Care Requirements in March 1980 based on the recommendations of the National Day Care Study and our report. These requirements should provide, with current dollars, better day care services to a substantially larger number of children. The HEW Department Project Manager stated in a memorandum to GAO that if GAO's recommendations were implemented, potentially 30 percent more children, or approximately 300,000, could be served within current budgets. Payment for this care would require an additional $300 million.

The Council on Wage and Price Stability also reviewed the National Day Care Study and complimented the Department on its conduct in a Council document in September 1979. (FGMSD–79–48, September 25, 1979)

Quality Level Legal Services for the Poor and Near Poor Through Improved Productivity

In our report we recommended that the Legal Services Corporation (LSC), the major source of federally funded legal aid, systemize and automate its operations and that of its grantees. Through automation, routine legal services such as uncontested divorces, wills, and house closings can be provided at a 50- to 75-percent reduction in cost. Legal documents are prepared by a computer with customer input and guidance from paralegal aides instead of an attorney.

Based on experience of legal firms providing automated legal services, automation not only reduces costs, but reduces human errors. Thus, by developing automated legal services systems with the legal profession, the LSC would be making reasonably priced high-quality legal services accessible to many U.S. citizens who could not otherwise afford them. The American Bar Association estimates that there are 140 million people at the middle-income level who cannot afford legal services at regular prices.

In response to our recommendations, LSC requested $2.65 million in their fiscal year 1981 budget to develop, acquire, and install automated legal systems in about 100 grantee offices. LSC will provide assistance to grantees on a cost-sharing basis to adopt these automated legal systems. (FGMSD–76–46, October 19, 1979)

U.S. Must Spend More To Maintain Lead In Space Technology

Space manufacturing offers the possibility of exploiting the unique environment of space to produce materials superior to those produced on earth, or believed impossible to produce on earth. Whether space manufacturing becomes a reality depends on the results of future materials research and the propensity of government and industry, both here and abroad, to invest.

We concluded in our report that despite high expectations among U.S. scientists, only limited success can be expected in the next 20 years due to low funding and limited backing by the Administration and the Congress. This could let foreign competitors rapidly overcome any technological lead in materials science in space now enjoyed by the United States.

The Appropriations Committee, as a result of our report, reinstated funds previously deleted by OMB to perform two experiments in fluid dynamics which are critical to advanced materials research.

Our report also discussed the problems faced by NASA in transferring its technology to private enterprise for commercialization. On the one hand, NASA needs the support and participation of private enterprise in planning the research and using the resulting technology. But NASA is not organized to effectively gain the support and participation needed. On the other hand, private enterprise unquestionably could use much NASA-developed technology, but is generally unwilling to get involved due to deep-seated fears of Government regulations and restrictions, such as on patents, exclusive rights, proprietary rights, conflict of interest, antitrust, liability, and others. Some of these fears are real and some are only perceived as problems by private enterprise.

To address this issue of technology transfer, we introduced an approach in which the American Institute of Aeronautics and Astronautics (AIAA), an aerospace association with over 30,000 members, functions as a third-party agent between private industry and NASA. AIAA's first step was to begin an awareness campaign entitled, "Tracking the Space Revolution." With NASA's full cooperation, AIAA is conducting a series of seminars at NASA's research laboratories, at which Fortune 500 corporate executives are shown NASA-developed technology that could have direct application to their respective commercial operations. Response by these nonaerospace firms has been extremely positive. The second step, which is now in a test stage, involves AIAA as the agent to unite technologists from industry and NASA in attempts to ferret out commercial applications and to complete the technology transfer process. (FGMSD–80–32, January 31, 1980)

National Archives and Records Service Attempts To Help Agencies Better Manage Their Word Processing Systems

In our report to the Congress on word processing in the Federal Government, we recommended that the Administrator of General Services upgrade and accelerate efforts to assist and monitor agencies' efforts to manage word processing equipment by (1) making available to agencies standards, guidelines, and criteria necessary to develop, operate, and evaluate word processing systems; (2) analyzing agencies' practices to determine where more productive operations would result from word processing systems; (3) making periodic reviews of agencies' management of word processing systems; (4) acting as a clearinghouse for agencies developing and reviewing their word processing activities; and (5) expediting issuance of a word processing handbook to aid agencies in developing and operating word processing systems.

The General Services Administration agreed with our recommendations and has taken actions which should improve agency management of word processing equipment resulting in increased productivity and reduced costs. In fiscal year 1980 the National Archives and Records Service (NARS) began conducting audits in five agencies to determine the agencies' compliance with archives guidance. In addition, NARS will soon release the final version of its word processing handbook and begin a limited clearinghouse effort. (FGMSD–79–17, April 6, 1979)

Improvements in Funding International Studies

In a report to the Secretary of State, we recommended that the Department of State, with the concurrence of the Director of the Office of Management and Budget, establish a separate fund to ensure that monies are available to promptly begin those necessary International Joint Commission studies which were not yet requested at the time the budget was required. Delays in starting studies could drastically increase the cost of initiating projects and associated construction.

The Department of State agreed with our recommendation and requested and obtained funds for a "Reference Referral Start-Up Fund" for fiscal year 1980. Given the steadily increasing costs of construction, this change will make constructing countries more willing to agree to initiating projects and could make the projects less expensive. (ID–78–10, February 8, 1978)

Improved Procedures for Managing Foreign Assistance Programs

So that the Agency for International Development (AID) can more effectively manage development programs and projects, we recommended that it issue clear and definitive guidance to project managers; provide more effective training in procurement, contracting, and supply-management matters; and develop time-phased procurement plans and schedules. AID agreed with our views and, on September 16, 1980, advised us of the action taken to implement our recommendations. The steps include the preparation of a comprehensive project officers' guidebook, the revision of AID's outmoded project policies and methods manual, and the establishment of an integrated training program on project management techniques. These actions should improve the overall quality of AID project implementation. (ID–80–33, July 15, 1980)

Legislative Provision Provides U.S. International Airlines Government Response to Discriminatory and Unfair Competitive Practices

In a report to the Congress entitled "The Critical Role of Government in International Air Transport," we recommended, among other things, that the Congress amend the International Air Transportation Fair Competitive Practices Act of 1974 to provide for prompt Government response to unfair competitive practices. We suggested specific language changes to the act.

Public Law 96–192 enacted on February 15, 1980, amends section 2 of the Air Transportation Fair Competitive Practices Act to require the Civil Aeronautics Board to take action within 60 days after receipt of a complaint. Extensions of 30 days each can be granted if the Board thinks that the complaint can be resolved through negotiations. However, the aggregate period for taking action may not exceed 180 days from time the complaint is received. This legislative requirement is similar to that recommended in our report.

We believe this new legislation will provide U.S. international air carriers with prompt Government action on allegations of discriminatory and unfair competitive practices. (ID–77–50, March 17, 1978)

APPENDIXES

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Appendix 1

Number of Audit Reports Issued During Fiscal Year 1980[1]

	Addressee				
	Congress[2]	Committee[3]	Member	Agency Officials[4]	TOTAL
Administration of Justice	11	6	3	4	24
Agriculture	5	8	2	5	20
Automatic Data Processing	4	9	1	2	16
Commerce and Housing Credit	3	9	2	3	17
Community and Regional Development	11	12	6	6	35
Congressional Information Services	1	3	–	–	4
Education, Training, Employment & Social Services	5	9	8	7	29
Energy	38	35	16	15	104
Financial Management & Information Systems	20	15	1	22	58
General Government	29	52	10	24	115
General Purpose Fiscal Assistance	4	4	1	1	10
General Science, Space & Technology	6	6	–	3	15
Health	13	16	11	7	47
Impoundment Control Act of 1974	20	2	–	–	22
Income Security	11	12	8	7	38
International Affairs	25	7	3	8	43
National Defense	45	67	25	71	208
Natural Resources & Environment	15	13	10	14	52
Non-Discrimination & Equal Opportunity	5	–	1	1	7
Procurement Other Than Defense	2	9	1	7	19
Transportation	15	14	3	12	44
Veterans Benefits and Services	–	4	1	2	7
TOTAL	288	312	113	221	934

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[1] *Except for reports classified for national security reasons, a detailed list of these reports is contained in Appendix 2. Substantially identical reports have been counted as one report.*

[2] *Reports submitted to the Congress are addressed to the President of the Senate and the Speaker of the House of Representatives. Copies are sent to the Director, Office of Management and Budget; the Senate and House Committees on Appropriations and Government Operations; the appropriate legislative committees in the Senate and the House; Members of the Congress from the districts in which the activities reported on are located; others in the Congress, as requested; the President of the United States, as appropriate; the agencies reported on; and others directly affected.*

[3] *Includes reports addressed to officers of the Congress.*

[4] *Comprises reports addressed to heads of departments or agencies, to other officials at department or agency headquarters, to department or agency officials at regional or other local offices, or to commanding officers at military installations.*

Appendix 2

Audit Reports Issued During Fiscal Year 1980

Administration of Justice

Criminal Justice Activities

Congress Prison Mental Health Care Can Be Improved by Better Management and More Effective Federal Aid. Department of Justice, Bureau of Prisons. *GGD-80-11, 11-23-79*

Committees States Are Funding Juvenile Justice Projects That Conform to Legislative Objectives. Department of Justice. (Request of Senator Ernest F. Hollings, Chairman, State, Justice, Commerce, the Judiciary Subcommittee, Senate Committee on Appropriations) *GGD-80-40, 3-7-80*

Federal Correctional Activities

Congress Community-Based Correctional Programs Can Do More To Help Offenders. Departments of Labor, Justice, and Health, Education, and Welfare. *GGD-80-25, 2-15-80*

The Department of Justice Can Do More To Help Improve Conditions at State and Local Correctional Facilities. Office of Management and Budget and Administrative Office of the United States Courts. *GGD-80-77, 9-15-80*

Committees Poor Management Identified at the Bureau of Prisons. Department of Justice. (Request of Senator Sam Nunn, Chairman, Permanent Subcommittee on Investigations, Senate Committee on Governmental Affairs) *GGD-80-45, 6-6-80*

Agency Officials Improvements Needed in the Management of Federal Prison Industries' Factories. Department of Justice. *GGD-80-67, 6-9-80*

Federal Law Enforcement Activities

Congress Gains Made in Controlling Illegal Drugs, Yet the Drug Trade Flourishes. Judicial Conference of the United States; Central Intelligence Agency; and Departments of State, Justice, Transportation, and the Treasury. *GGD-80-4, 10-25-79*

Improved Grant Auditing and Resolution of Findings Could Save the Law Enforcement Assistance Administration Millions. Department of Justice. (Request of Representative John Conyers, Jr., Chairman, Crime Subcommittee, House Committee on the Judiciary) *FGMSD-80-21, 2-19-80*

Closer Controls and Better Data Could Improve Antitrust Enforcement. Department of Justice and Federal Trade Commission. (Request of Senate Select Committee on Small Business) *GGD-80-16, 2-29-80*

From Quantity to Quality: Changing FBI Emphasis on Interstate Property Crimes. Department of Justice. *GGD-80-43, 5-8-80*

Special Agents Should Be Phased Out as FBI Crime Laboratory Examiners. Department of Justice and Office of Personnel Management. *GGD-80-60, 7-18-80*

Administration of the Steel Trigger Price Mechanism. Department of Commerce; United States International Trade Commission; and Department of the Treasury, United States Customs Service. *ID-80-15, 7-23-80*

From Quantity to Quality: Changing FBI Emphasis on Interstate Property Crimes--A Supplement. Department of Justice. *GGD-80-43(A), 8-14-80*

Committees

FBI Audit Conclusions on the Criminal Informant Program Should Have Been Qualified. Department of Justice. (Request of Representatives Richardson Preyer, Chairman, and Thomas N. Kindness, Ranking Minority Member, Government Information and Individual Rights Subcommittee, House Committee on Government Operations) *GGD-80-37, 3-13-80*

Ship Manifest Laws Need To Be Administered in a More Consistent, Less Burdensome Manner. Department of Justice and Department of the Treasury, United States Customs Service. (Request of Senator Russell B. Long, Chairman, Senate Committee on Finance; and Representative Al Ullman, Chairman, House Committee on Ways and Means) *GGD-80-22, 4-10-80*

Justice Needs To Better Manage Its Fight Against Public Corruption. Department of Justice, Federal Bureau of Investigation. (Request of Representative John Conyers, Jr., Chairman, Crime Subcommittee, House Committee on the Judiciary) *GGD-80-38, 7-24-80*

Controls Over Nonimmigrant Aliens Remain Ineffective. Office of Management and Budget; Departments of State and Commerce; and Department of Justice, Immigration and Naturalization Service. (Request of Representative Elizabeth Holtzman, Chairman, Immigration, Refugees and International Law Subcommittee, House Committee on the Judiciary) *GGD-80-87, 9-11-80*

Members

U.S. Customs Service Misclassifies Tobacco Imports. Department of the Treasury, United States International Trade Commission, and Office of Management and Budget. (Request of Senators Jesse A. Helms and Walter D. Huddleston, and Representative Walter B. Jones) *GGD-80-19, 11-6-79*

Authority of the Antitrust Division Over Antitrust and Paramount Decree Violations. Department of Justice and Federal Trade Commission. (Request of Representative David W. Evans) *GGD-80-24, 11-13-79*

Agency Officials

The Drug Enforcement Administration's CENTAC Program--An Effective Approach To Investigating Major Traffickers That Needs To Be Expanded. Department of Justice. *GGD-80-52, 3-27-80*

Heroin Statistics Can Be Made More Reliable. Department of the Treasury; Department of Justice, Drug Enforcement Administration; and Department of Health and Human Services, Alcohol, Drug Abuse, and Mental Health Administration. *GGD-80-84, 7-30-80*

Federal Crime Laboratories Lack a Clear Policy for Assisting State and Local Jurisdictions. Department of Justice and Department of the Treasury, Bureau of Alcohol, Tobacco and Firearms. *GGD-80-92, 9-12-80*

Federal Litigative and Judicial Activities

Congress

Illegal Aliens: Estimating Their Impact on the United States. Department of State and Department of Justice, Immigration and Naturalization Service. *PAD-80-22, 3-14-80*

Members

Department of Justice Should Coordinate Criminal and Civil Remedies To Effectively Pursue Fraud in Federal Programs. (Request of Representative Elizabeth Holtzman) *GGD-80-7, 10-25-79*

Agriculture

Congress

Direct Farmer-to-Consumer Marketing Program Should Be Continued and Improved. Department of Agriculture, Economics, Statistics, and Cooperatives Service. *CED-80-65, 7-9-80*

Committees

A Mission Budget Structure for the Department of Agriculture--A Feasibility Study. (Request of Senator Thomas F. Eagleton, Chairman, Agriculture and Related Agencies Subcommittee, Senate Committee on Appropriations) *PAD-80-8, 11-16-79*

Estimated Personnel Needs of the Agricultural Stabilization and Conservation Service--Are They Reliable? Department of Agriculture. (Request of Senator Thomas F. Eagleton, Chairman, Agriculture and Related Agencies Subcommittee, Senate Committee on Appropriations) *FPCD-80-5, 11-26-79*

Food Price Inflation in the United States and Other Countries. Departments of Agriculture, Commerce, and Labor. (Request of Representative Frederick W. Richmond, Chairman, Domestic Marketing, Consumer Relations, and Nutrition Subcommittee, House Committee on Agriculture) *CED-80-24, 12-18-79*

Long-Term Cost Implications of Rural Electrification Administration Direct and Guaranteed Loan Programs. Department of Agriculture. (Request of Senator Thomas F. Eagleton, Chairman, Agriculture and Related Agencies Subcommittee, Senate Committee on Appropriations) *PAD-80-19, 12-31-79*

Agency Officials

Food, Agriculture, and Nutrition Issues for Planning. Departments of Agriculture and Health and Human Services. *CED-80-94, 6-11-80*

Agricultural Research and Services

Congress

Federal Export Grain Inspection and Weighing Programs: Improvements Can Make Them More Effective and Less Costly. Department of Agriculture. *CED-80-15, 11-30-79*

What Foods Should Americans Eat? Better Information Needed on Nutritional Quality of Foods. Federal Trade Commission; Department of Agriculture; and Department of Health, Education, and Welfare, Food and Drug Administration. *CED-80-68, 4-30-80*

Committees

Grain Inspection and Weighing Systems in the Interior of the United States--An Evaluation. Department of Agriculture, Federal Grain Inspection Service. *CED-80-62, 4-14-80*

Comments on Proposed Food-Labeling Regulations. Federal Trade Commission and Departments of Agriculture and Health, Education, and Welfare. (Request of Senate Committee on Agriculture, Nutrition, and Forestry) *CED-80-89, 4-21-80*

Members

Problems Plagued Department of Agriculture's Grasshopper Control Program in 1979. Animal and Plant Health Inspection Service. (Request of Representative James Abdnor) *CED-80-95, 8-11-80*

Agency Officials

Procedures for Testing Garbage To Be Fed to Swine Need Strengthening. Department of Agriculture, Animal and Plant Health Inspection Service. *CED, 9-3-80*

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How To Speed Development of Geothermal Energy on Federal Lands. Office of Management and Budget; Department of Energy; Department of the Interior, Bureau of Land

Management; and Department of Agriculture, Forest Service. (Request of Senator Henry M. Jackson, Chairman, Senate Committee on Energy and Natural Resources) *EMD-80-13, 10-26-79*

The Department of Energy's Practices for Awarding and Administering Contracts Need To Be Improved. Department of Defense. (Request of Representative John D. Dingell, Chairman, Energy and Power Subcommittee, House Committee on Interstate and Foreign Commerce) *EMD-80-2, 11-2-79*

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Do NRC Plans Adequately Address Regulatory Deficiencies Highlighted by the Three Mile Island Accident? (Request of Senators Gary W. Hart, Chairman, and Alan K. Simpson, Ranking Minority Member, Nuclear Regulation Subcommittee, Senate Committee on Environment and Public Works) *EMD-80-76, 5-27-80*

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Study of Presidential Libraries. General Services Administration. (Request of Representative Richardson Preyer, Chairman, Government Information and Individual Rights Subcommittee, House Committee on Government Operations; and, Chairman, Treasury, Postal Service, General Government Subcommittee, Senate Committee on Appropriations) *LCD-80-27, 12-5-79*

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Review of the Activities of the House Office Equipment Service for the Year Ended June 30, 1979. (Request of Edmund L. Henshaw, Jr., Clerk of the House, House of Representatives) *GGD-80-17, 11-21-79*

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Audit of the House of Representatives Restaurant Revolving Fund, October 8, 1978, to October 6, 1979. Department of the Treasury. (Request of Representative Ed Jones, Chairman, Services Subcommittee, House Committee on House Administration) *GGD-80-44, 4-23-80*

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Audit of the House of Representatives Beauty Shop for the Calendar Year 1979. (Request of Representative Ed Jones, Chairman, Services Subcommittee, House Committee on House Administration) *GGD-80-58, 6-17-80*

Yearend Obligations Broken Down by Subcommittee Jurisdiction. (Request of William D. Gray, Chief Inspector, Senate Committee on Appropriations) *PAD-80-89, 7-7-80*

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Congressional Monitoring of Planning for Indian Health Care Facilities Is Still Needed. Department of Health, Education, and Welfare; and Department of the Interior, Bureau of Indian Affairs. *HRD-80-28, 4-16-80*

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Office of Personnel Management's Comprehensive Medical Plans Network Experiment. (Request of Representative Gladys N. Spellman, Chairman, Compensation and Employee Benefits Subcommittee, House Committee on Post Office and Civil Service) *HRD-80-89, 5-30-80*

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Other Natural Resources

Congress The U.S. Mining and Mineral-Processing Industry: An Analysis of Trends and Implications. Departments of State, Commerce, and the Treasury; Department of the Interior, Bureau of Mines; and Tennessee Valley Authority. *ID-80-04, 10-31-79*

Phosphates: A Case Study of a Valuable, Depleting Mineral in America. Departments of Agriculture and State; Department of the Interior, Bureau of Mines; Tennessee Valley Authority; Executive Office of the President; and Office of Science and Technology Policy. *EMD-80-21, 11-30-79*

Domestic Aluminum Resources: Dilemmas of Development. Departments of the Interior and Energy, Office of Science and Technology Policy, Environmental Protection Agency, and Office of Management and Budget. *EMD-80-63, 7-17-80*

Committees Developing Markets for Fish Not Traditionally Harvested by the United States: The Problems and the Federal Role. Department of Commerce, National Oceanic and Atmospheric Administration. (Request of Fisheries and Wildlife Conservation and the Environment Subcommittee, House Committee on Merchant Marine and Fisheries) *CED-80-73, 5-7-80*

Agency Officials Severe Storms Research Activities. Department of Commerce. *CED, 10-10-79*

Pollution Control and Abatement

Congress EPA Should Help Small Communities Cope With Federal Pollution Control Requirements. *CED-80-92, 5-30-80*

Many Water Quality Standard Violations May Not Be Significant Enough To Justify Costly Preventive Actions. Environmental Protection Agency. *CED-80-86, 7-2-80*

Federal-State Environmental Programs--The State Perspective. Environmental Protection Agency. *CED-80-106, 8-22-80*

Federal-State Environmental Programs--The State Perspective. Environmental Protection Agency. *CED-80-106A, 8-22-80*

Indoor Air Pollution: An Emerging Health Problem. Environmental Protection Agency and Department of Energy. *CED-80-111, 9-24-80*

Committees Evaluation of the Supporting Infrastructure Provided for EPA In-House Research Activities. (Request of Resource Protection Subcommittee, Senate Committee on Environment and Public Works; and Natural Resources and the Environment Subcommittee, House Committee on Science and Technology) *CED-80-50, 2-4-80*

EPA Needs To Improve the Navajo Indian Safe Drinking Water Program. Departments of Health and Human Services and the Interior. (Request of Representatives Morris K. Udall, Chairman, House Committee on Interior and Insular Affairs; and Henry A. Waxman, Chairman, Health and the Environment Subcommittee, House Committee on Interstate and Foreign Commerce) *CED-80-124, 9-10-80*

Members Information on Questions About the Brush Creek (PA) Sewage Project. Environmental Protection Agency. (Request of Representative Eugene V. Atkinson) *CED-80-112, 8-8-80*

Agency Officials Need for More Effective Management of Warranties. Environmental Protection Agency and Office of Management and Budget. *PSAD-80-11, 11-16-79*

Need for a Formal Risk/Benefit Review of the Pesticide Chlordane. Departments of Housing and Urban Development, Health and Human Services, and the Air Force; and Environmental Protection Agency. *CED-80-116, 8-5-80*

Need for Comprehensive Pesticide Use Data. Environmental Protection Agency. *CED-80-145, 9-30-80*

Recreational Resources

Committees

Uncertainties Over Federal Requirements for Archeological Preservation at New Melones Dam in California. Departments of the Interior and the Army. (Request of Representative Morris K. Udall, Chairman, House Committee on Interior and Insular Affairs) *CED-80-29, 12-21-79*

Better Management of National Park Concessions Can Improve Services Provided to the Public. Department of the Interior. (Request of Senator Dale L. Bumpers, Chairman, Parks and Recreation Subcommittee, Senate Committee on Energy and Natural Resources) *CED-80-102, 7-31-80*

Members

Use of Other Federal Grant-In-Aid Programs To Meet the Local Matching Requirement of the Land and Water Conservation Fund. Departments of Housing and Urban Development, Commerce, and the Interior. (Request of Representative Robert B. Duncan) *CED-80-23, 11-1-79*

Review of a Land and Water Conservation Fund Commitment for a Public Park on Neville Island, Pennsylvania. Department of the Interior. (Request of Representative Doug Walgren) *CED-80-85, 3-18-80*

Water Resources

Congress

Water Supply Should Not Be an Obstacle To Meeting Energy Development Goals. Departments of the Interior and Energy. *CED-80-30, 1-24-80*

Ground Water Overdrafting Must Be Controlled. Departments of Agriculture, the Army, and the Interior. *CED-80-96, 9-12-80*

Committees

Federal Weather Modification Efforts Need Congressional Attention. Office of Management and Budget; Department of the Interior; Department of Commerce, National Oceanic and Atmospheric Administration; and National Science Foundation. *CED-80-5, 11-1-79*

Managerial Changes Needed To Speed Up Processing Permits for Dredging Projects. Department of the Army; Department of Commerce, National Oceanic and Atmospheric Administration; Department of the Interior, United States Fish and Wildlife Service; and Environmental Protection Agency. (Request of Representative John M. Murphy, Chairman, House Committee on Merchant Marine and Fisheries) *CED-80-71, 6-9-80*

Members

Montana's Libby Dam Project: More Study Needed Before Adding Generators and a Reregulating Dam. Department of the Army. (Request of Senator Max S. Baucus and Representative Pat Williams) *EMD-80-25, 11-20-79*

Agency Officials

Selected Water Sales Contracts. Departments of the Interior and the Treasury. *CED-80-69, 3-25-80*

Contracts To Provide Space in Federal Reservoirs for Future Water Supplies Should Be More Flexible. Department of the Army and Department of the Interior, Water and Power Resources Service. *CED-80-78, 5-16-80*

Rural Water Problems: An Overview. Department of Housing and Urban Development; Department of Agriculture, Farmers Home Administration; and Environmental Protection Agency. *CED-80-120, 8-19-80*

Improvements Are Needed in USDA's Soil and Water Resources Conservation Act Reports. *CED-80-132, 9-3-80*

Change in Bonding Practices of Federal Water Resources Agencies. Department of the Interior, Water and Power Resources Service. *CED, 9-3-80*

Nondiscrimination and Equal Opportunity Programs

Congress

Agencies When Providing Federal Financial Assistance Should Ensure Compliance With Title VI. Department of Justice, Office of Management and Budget, and Equal Employment Opportunity Commission. (Request of Civil and Constitutional Rights Subcommittee, House Committee on the Judiciary) *HRD-80-22, 4-15-80*

Making Public Buildings Accessible to the Handicapped: More Can Be Done. Departments of Defense, the Interior, Health and Human Services, Housing and Urban Development, and Labor; United States Postal Service; General Services Administration; and Office of Management and Budget. *FPCD-80-51, 6-6-80*

Need To Ensure Nondiscrimination in CETA Programs. Department of Justice and Equal Employment Opportunity Commission. *HRD-80-75, 6-17-80*

Equal Employment Opportunity in State and Local Governments: Improving the Federal Role. Departments of Health and Human Services, Labor, and Defense; and Office of Personnel Management. *HRD-80-74, 6-25-80*

Employment Service Needs To Emphasize Equal Opportunity in Job Referrals. Departments of Labor and Justice, and Equal Employment Opportunity Commission. *HRD-80-95, 9-17-80*

Members

Problems in Archives Personnel Practices. (Request of Senator Charles McC. Mathias) *FGMSD-80-29, 2-11-80*

Agency Officials

Actions Needed by the Compliance Board To Make Buildings Accessible to the Handicapped. Departments of Housing and Urban Development, Defense, and Health, Education, and Welfare; Department of Commerce, National Bureau of Standards; National Academy of Sciences; General Services Administration; and United States Postal Service. *FPCD-79-87, 10-1-79*

Procurement--Other Than Defense

Congress

GSA's Personal Property Repair and Rehabilitation Program: A Potential for Fraud? Department of Defense. *PSAD-80-5, 11-14-79*

Implementation of Federal Policy on Acquiring and Distributing Commercial Products Is Faltering Badly. General Services Administration, Veterans Administration, Office of Federal Procurement Policy, and Defense Logistics Agency. *PSAD-80-13, 1-14-80*

Committees

The Federal Procurement Data System Could Be an Effective Tool for Congressional Surveillance. Department of Defense, Office of Management and Budget, General Services Administration, and Office of Federal Procurement Policy. (Request of Representative Herbert E. Harris II, Chairman, Human Resources Subcommittee, House Committee on Post Office and Civil Service) *PSAD-79-109, 10-1-79*

Controls Over Consulting Service Contracts at Federal Agencies Need Tightening. Departments of Commerce, Energy, Transportation, Housing and Urban Development, Labor, and

Health, Education, and Welfare; and Office of Federal Procurement Policy. (Request of Representative Herbert E. Harris II, Chairman, Human Resources Subcommittee, House Committee on Post Office and Civil Service) *PSAD-80-35, 3-20-80*

Spending Grant Funds More Efficiently Could Save Millions. Departments of Transportation, Agriculture, Education, and the Treasury; Environmental Protection Agency; Office of Management and Budget; and Community Services Administration. (Request of Representative Elizabeth Holtzman, Chairman, State and Local Government Task Force, House Committee on the Budget) *PSAD-80-58, 6-30-80*

Study of the Effects of Changes in the Contract Appeals Board System Under the Contract Disputes Act of 1978. Office of Management and Budget, Office of Personnel Management, and Office of Federal Procurement Policy. (Request of Senator Max S. Baucus, Chairman, Limitations of Contracted and Delegated Authority Subcommittee, Senate Committee on the Judiciary) *PSAD-80-55, 7-7-80*

Problems Overwhelm GSA's Systems Furniture Test Program. (Request of Senator Lawton Chiles, Chairman, Federal Spending Practices and Open Government Subcommittee, Senate Committee on Governmental Affairs) *PSAD-80-62, 7-28-80*

Government Agencies Need Effective Planning To Curb Unnecessary Year-End Spending. Departments of Health and Human Services, Housing and Urban Development, the Interior, Transportation, and Education; Department of Commerce, Maritime Administration; Office of Management and Budget; and Environmental Protection Agency. (Request of Representative Herbert E. Harris II, Chairman, Human Resources Subcommittee, House Committee on Post Office and Civil Service) *PSAD-80-67, 7-28-80*

Status Report on Small and Small Minority Business Subcontracting and Waiver of Surety Bonding for 8(a) Firms. Small Business Administration. *CED-80-130, 8-20-80*

Effectiveness of GSA's Actions To Improve the Multiple Award Schedule Program. (Request of Senator Lawton Chiles, Chairman, Treasury, Postal Service, General Government Subcommittee, Senate Committee on Appropriations) *PSAD-80-53, 8-22-80*

Poor Management of GSA's Self-Service Stores Leads to Needless Duplication and Potential for Fraud. Office of Management and Budget. (Request of Senator Lawton Chiles, Chairman, Federal Spending Practices and Open Government Subcommittee, Senate Committee on Governmental Affairs; and Representative John L. Burton, Chairman, Government Activities and Transportation Subcommittee, House Committee on Government Operations) *PSAD-80-64, 8-28-80*

Members

Yearend Spending by Federal Agencies. Departments of Housing and Urban Development, Health and Human Services, and the Interior; and Environmental Protection Agency. (Request of Representative Herbert E. Harris II, Chairman, Human Resources Subcommittee, House Committee on Post Office and Civil Service) *PSAD-80-60, 7-17-80*

Agency Officials

Review of GSA's Method of Supply Model. Office of Federal Procurement Policy. *PSAD-80-7, 11-16-79*

Potential for Savings and Improvements Needed in DOE Contracting for Moving and Storage Services. General Services Administration. *PSAD-80-26, 2-20-80*

The General Services Administration Needs To Improve Its Cleaning and Guard Contracting Activities. Small Business Administration. *LCD-80-21, 3-12-80*

Review of Yearend Spending Practices. Department of the Interior, Bureau of Indian Affairs. *FOD, 4-2-80*

Need For and Plans To Strengthen Procurement and Property Management Controls at National Oceanic and Atmospheric Administration Laboratories. Department of Commerce. *PSAD-80-66, 8-18-80*

Should Small Purchases Be Exempt From Complying With Social and Economic Program Requirements? Departments of Labor and Defense, Office of Federal Procurement Policy, and General Services Administration. *PSAD-80-77, 9-26-80*

Stronger Controls Needed Over Federal Agency Contracting for Moving and Labor Services. Departments of Energy, Transportation, Justice, Labor, the Interior, and Agriculture; Environmental Protection Agency; General Services Administration; and National Science Foundation. *PSAD-80-76, 9-29-80*

Transportation

Congress

Analysis of the Allocation Formula for Federal Mass Transit Subsidies. Department of Transportation, Urban Mass Transportation Administration. *PAD-79-47, 10-9-79*

Agency Officials

Transportation Issues in the 1980's. Departments of Transportation and Commerce, Civil Aeronautics Board, and Interstate Commerce Commission. *CED-80-133, 9-8-80*

Air Transportation

Committees

How To Improve the Federal Aviation Administration's Ability To Deal With Safety Hazards. Department of Transportation and National Transportation Safety Board. (Request of Representative Harold T. Johnson, Chairman, House Committee on Public Works and Transportation) *CED-80-66, 2-29-80*

FAA Has Not Gone Far Enough With Improvements to Its Planning and Acquisition Processes. Department of Transportation. *PSAD-80-42, 6-4-80*

The Changing Airline Industry: A Status Report Through 1979. Office of Management and Budget and Civil Aeronautics Board. (Request of Representatives Harold T. Johnson, Chairman, House Committee on Public Works and Transportation; and Glenn M. Anderson, Chairman, Aviation Subcommittee, House Committee on Public Works and Transportation) *CED-80-143, 9-12-80*

Agency Officials

FAA's Program To Automate Flight Service Stations: Status and Needs. Department of Transportation. *PSAD-80-1, 10-31-79*

Ground Transportation

Congress

Stronger Federal Direction Needed To Promote Better Use of Present Urban Transportation Systems. Department of Transportation. *CED-79-126, 10-4-79*

Amtrak's Inventory and Property Controls Need Strengthening. Department of Transportation. *CED-80-13, 11-29-79*

How Much Should Amtrak Be Reimbursed for Railroad Employees Using Passes To Ride Its Trains? Department of Transportation. *CED-80-83, 3-28-80*

Alternatives for Eliminating Amtrak's Debt to the Government. Departments of Transportation and the Treasury. *PAD-80-45, 3-28-80*

Metropolitan Atlanta's Rapid Transit System: Problems and Progress. Department of Transportation, Urban Mass Transportation Administration. *PSAD-80-34, 4-9-80*

ICC's Enforcement Program Can Be More Effective in Halting Violations and Preventing Their Recurrence. Department of Justice. *CED-80-57, 5-19-80*

Federal Assistance To Rehabilitate Railroads Should Be Reassessed. Interstate Commerce Commission and Department of Transportation, Federal Railroad Administration. *CED-80-90, 6-27-80*

Examination of United States Railway Association's Financial Statements Fiscal Year 1979. *CED-80-107, 7-31-80*

Need for Tighter Controls Over Fuel Purchased by the Postal Service. *GGD-80-75, 7-31-80*

Better Justifications Needed for Automated People Mover Demonstration Projects. Department of Transportation, Urban Mass Transportation Administration. *CED-80-98, 8-19-80*

Audit of Saint Lawrence Seaway Development Corporation Financial Statements, Calender Year 1979. Department of Transportation. *CED-80-117, 8-21-80*

Committees

Employee Protection Provisions of the Rail Act Need Change. Department of Transportation and Railroad Retirement Board. (Request of Representative John L. Burton, Chairman, Government Activities and Transportation Subcommittee, House Committee on Government Operations) *CED-80-16, 12-5-79*

Improvements Needed in the Department of Transportation's Truck Size and Weight Study. Office of Management and Budget. (Request of Representative Sam M. Gibbons, Chairman, Oversight Subcommittee, House Committee on Ways and Means) *CED-80-41, 1-14-80*

Conrail's 5-Year Plan for Abandoning or Discontinuing Service Over Its Rail Lines. Department of Transportation. (Request of Representative James J. Florio, Chairman, Transportation and Commerce Subcommittee, House Committee on Interstate and Foreign Commerce) *CED-80-51, 1-15-80*

How the Law To Prevent Discrimination and Encourage Minority Participation in Railroad Activities Is Being Implemented. Department of Transportation, Federal Railroad Administration; General Services Administration; and Small Business Administration. (Request of Representatives Robert B. Duncan, Chairman, and Bennett M. Stewart, Transportation Subcommittee, House Committee on Appropriations) *CED-80-55, 2-1-80*

Conrail's Reduced Capital Program Could Jeopardize the Northeast Rail Freight System. Department of Transportation. (Request of Representative James J. Florio, Chairman, Transportation and Commerce Subcommittee, House Committee on Interstate and Foreign Commerce) *CED-80-56, 3-10-80*

Conrail's Attempts To Control Labor Costs and Improve Its Labor Productivity. Department of Transportation. *CED-80-61, 6-20-80*

Highway Safety Research and Development--Better Management Can Make It More Useful. Department of Transportation. (Request of Representatives Norman Y. Mineta, Chairman, and James C. Cleveland, Ranking Minority Member, Oversight and Review Subcommittee, House Committee on Public Works and Transportation) *CED-80-87, 7-28-80*

Highway Safety Research and Development--Better Management Can Make It More Useful. Department of Transportation. (Request of Representatives Norman Y. Mineta, Chairman, and James C. Cleveland, Ranking Minority Member, Oversight and Review Subcommittee, House Committee on Public Works and Transportation) *CED-80-87A, 7-28-80*

Members

Review of Procedures Used To Provide Funds for Citizen/Government Transportation Planning Center. Departments of Transportation and Health and Human Services, and Environmental Protection Agency. (Request of Representative Robert N. Giaimo) *CED-80-99, 6-19-80*

Agency Officials

Survey of the Interstate Resurfacing, Restoration, and Rehabilitation Program. Department of Transportation, Federal Highway Administration. *CED, 10-31-79*

Transit Equipment Warranties Should Be Enforced. Department of Transportation, Urban Mass Transportation Administration. *PSAD-80-12, 12-7-79*

Civil Aeronautics Board Should Expand Its Sunset Planning. *CED-80-46, 1-4-80*

Maze of Food Regulations--Need for a Regulation Indexing System. Departments of Agriculture, Transportation, and Health, Education, and Welfare; General Services Administration; Office of Management and Budget, Environmental Protection Agency; and Federal Maritime Commission. *CED-80-44, 2-4-80*

GPO Can Improve Traffic Management Practices. (Request of Oversight and Review Subcommittee, House Committee on Public Works and Transportation) *LCD-80-37, 2-28-80*

Comments on the Agency's Plan To Evaluate the Occupant Crash Protection Standard. Department of Transportation, National Highway Traffic Safety Administration. *CED-80-70, 2-28-80*

Need for Controls by the Urban Mass Transportation Administration Over No-Prejudice Authorizations. Department of Transportation. *PSAD-80-36, 3-14-80*

Management Letter to the United States Railway Association. *CED, 7-16-80*

Other Transportation

Committees

Promotion of Cargo Security Receives Limited Support. Department of Transportation, United States Coast Guard, Federal Maritime Commission, Interstate Commerce Commission, and Civil Aeronautics Board. (Request of Representatives James J. Howard, Chairman, Surface Transportation Subcommittee, House Committee on Public Works and Transportation; and J. J. Pickle) *CED-80-81, 3-31-80*

Agency Officials

Transportation Safety Board Could Improve Its Planning Process. *CED-80-101, 5-28-80*

Misuse of Airport Land Acquired Through Federal Assistance. Department of Transportation, Federal Aviation Administration. *LCD-80-84, 8-13-80*

Water Transportation

Congress

Panama Canal Commission--Certification of Revenue Estimate for Fiscal Year 1980. Department of Defense. *ID-80-08, 10-26-79*

American Seaports--Changes Affecting Operations and Development. Departments of Transportation and the Interior; Department of Commerce, Maritime Administration; Office of Management and Budget; Environmental Protection Agency; and Army Corps of Engineers. *CED-80-8, 11-16-79*

Panama Canal Commission--Certification of Revenue Estimate for Fiscal Year 1981. Department of the Army. *ID-80-19, 3-6-80*

Committees

Essential Management Functions at the Federal Maritime Commission Are Not Being Performed. (Request of Representative John M. Murphy, Chairman, House Committee on Merchant Marine and Fisheries) *CED-80-20, 1-18-80*

The Coast Guard--Limited Resources Curtail Ability To Meet Responsibilities. (Request of Senator Howard W. Cannon, Chairman, Senate Committee on Commerce, Science, and Transportation) *CED-80-76, 4-3-80*

Members

The Coast Guard's Programs of Aids to Navigation Along Louisiana's Coast Could Be More Effective. Department of Transportation. (Request of Senators Russell B. Long, and J. Bennett Johnston; and Representatives John B. Breaux, Lindy Boggs, and Robert L. Livingston) *CED-80-58, 4-11-80*

Use of Great Lakes Ports and the St. Lawrence Seaway for Government Export Shipments. Departments of Defense and Agriculture. (Request of Representative Bennett M. Stewart) *LCD-80-87, 7-24-80*

Veterans Benefits and Services

Hospital and Medical Care for Veterans

Committees

Reassessment of Veterans Administration's Controls Over Drugs: Million-Dollar Problem Still Exists. Department of Justice, Drug Enforcement Administration. (Request of Representative Ronald M. Mottl, Chairman, Special Investigations Subcommittee, House Committee on Veterans' Affairs) *HRD-80-86, 6-24-80*

Five Contracts Awarded by VA at the End of Fiscal Year 1979. Office of Management and Budget. (Request of Representative Ronald M. Mottl, Chairman, Special Investigations Subcommittee, House Committee on Veterans' Affairs) *HRD-80-101, 7-31-80*

Analysis of VA Investigations of Allegations Involving the Palo Alto VA Medical Center. Department of Justice, Drug Enforcement Administration. (Request of Senator Alan D. Cranston, Chairman, Senate Committee on Veterans' Affairs) *HRD-80-106, 8-13-80*

Agency Officials

Duplicate Payments for Medical Services by VA and Medicare Programs. Office of Management and Budget and Department of Health, Education, and Welfare, Health Care Financing Administration. *HRD-80-10, 10-22-79*

Other Veterans Benefits and Services

Agency Officials

Planned Expansion of Hines Supply Depot Has Not Been Justified. Veterans Administration. *PSAD-80-31, 2-26-80*

Veterans Education, Training, and Rehabilitation

Committees

New Legislation and Stronger Program Management Needed To Improve Effectiveness of VA's Vocational Rehabilitation Program. (Request of Senator Alan D. Cranston, Chairman, Senate Committee on Veterans' Affairs) *HRD-80-47, 2-26-80*

Veterans Housing

Members

Decision To Close the Sacramento Loan Guaranty Office and Planned Study of Other Loan Guaranty Operations. Veterans Administration. (Request of Representative Robert T. Matsui) *HRD-80-16, 11-1-79*

Appendix 3

Summary of Personnel Assigned to Congressional Committees, Fiscal Year 1980

Committee	Length of Assignments		Tentative release date	Salary[1]	Travel expenses[1]	Other expenses[2]	Total cost
	From	To					
Senate							
Appropriations Committee							
Investigative Staff:							
Anklewich, Thomas B. (CEDD)	10/30/78	10/29/79	—	$ 1,823	$ —	$ 155	$ 1,978
Bagnulo, John E. (FOD-WRO)	2/04/80	—	2/03/81	12,329	584	1,048	13,961
Chervenak, Richard E. (EMD)	10/16/78	10/15/79	—	2,016	—	171	2,187
Chervenak, Richard E. (EMD)	3/28/80	—	3/27/81	21,716	328	1,846	23,890
Chunta, John A. (GGD)	10/09/79	—	10/08/80	32,063	907	2,725	35,695
Csiceri, Anthony M. (FGMSD)	1/23/80	—	1/22/81	24,558	76	2,087	26,721
Davidson, Charles M. (FGMSD)	2/19/80	4/04/80	—	4,130	81	351	4,562
Epps, William, Jr. (GGD)	10/23/78	10/22/79	—	1,742	—	148	1,890
Hightower, William (HRD)	10/02/78	10/01/79	—	137	—	12	149
James, Brenda (HRD)	12/27/78	12/26/79	—	6,250	—	531	6,781
Kruslicky, Mary A. (EMD)	2/04/80	—	2/03/81	20,290	—	1,725	22,015
Magliochetti, Paul J. (HRD)	1/07/80	3/28/80	—	8,813	200	749	9,762
Metz, C. Thomas (ID)	3/26/79	3/25/80	—	18,606	1,255	1,581	21,442
Morvillo, Richard J. (GGD)	1/28/80	—	1/27/81	22,286	2,747	1,894	26,927
Pasden, Andrew J. (CEDD)	1/21/80	—	1/20/81	22,612	3,979	1,922	28,513
Swan, Peter (CEDD)	6/09/80	—	6/08/81	8,616	—	732	9,348
Vogel, Joan K. (HRD)	10/16/78	10/15/79	—	1,109	—	94	1,203
Willis, Carl R. (FOD-CIN)	4/14/80	—	4/13/81	15,157	3,225	1,288	19,670
Governmental Affairs Committee: Subcommittee on Federal Spending Practices and Open Government:							
Bagby, Linda G. (GGD)	6/26/80	2/28/81	—	5,470	—	465	5,935
Bollinger, Michael J. (FOD-WRO)	1/15/79	12/31/79	—	5,127	—	436	5,563
Doyal, Marvin F. (FOD-DAL)	10/29/79	1/30/80	—	10,287	—	875	11,162
Goodin, Paul R. (PSAD)	5/14/80	—	1/31/81	15,921	—	1,353	17,274
Granetta, Paul (FOD-WRO)	10/01/79	12/28/79	—	9,547	—	812	10,359
Scott, Edward M. (FOD-NOR)	10/22/79	3/24/80	—	14,502	—	1,232	15,734
Subcommittee on Civil Service and General Services:							
Metz, Charles T. (ID)	4/15/80	7/18/80	—	11,195	—	952	12,147
Stapleton, Alan M. (PSAD)	8/27/79	11/16/79	—	4,047	—	344	4,391
Stapleton, Alan M. (PSAD)	6/16/80	8/16/80	—	5,422	—	461	5,883
Judiciary Committee:							
Brennan, John (LCD)	6/11/80	—	(Part time)	233	—	20	253
George, Kenneth J. (FGMSD)	12/15/79	5/19/80	(Part time)	2,118	—	180	2,298
Subcommittee to Investigate Individuals Representing the Interest of Foreign Government:							
Bennett, Alan (ID)	8/11/80	—	10/02/80	4,319	—	367	4,686
Jacques, Joseph W. (FGMSD)	8/04/80	—	10/02/80	4,744	—	403	5,147

Committee	Length of Assignments		Tentative Release date	Salary[1]	Travel expenses[1]	Other expenses[2]	Total Cost
	From	To					
Senate—Continued							
Messenger, Edward C. (FGMSD)	8/06/80	8/22/80	—	2,505	—	213	2,718
Tipton, John R. (GGD)	8/04/80	9/19/80	—	5,608	—	477	6,085
Select Committee on Ethics:							
Sullivan, Larry (FGMSD)	10/11/79	10/11/79	—	101	—	9	110
Select Committee on Small Business:							
Johnson, Ronald (CEDD)	12/10/79	2/29/80	—	1,763	—	150	1,913
House							
Appropriations Committee:							
Surveys and Investigations Staff:							
Asby, Felix E. (PSAD)	9/04/79	9/03/80	—	33,388	3,081	2,838	39,307
Avalos, Henry (ID)	10/09/79	—	10/08/80	31,583	3,797	2,684	38,064
Bigden, Frederick A. (FOD-WRO)	1/07/80	—	1/06/81	23,854	3,646	2,028	29,528
Boechler, Christina (PSAD)	9/18/79	10/03/79	—	338	—	29	367
Booth, Gregory G. (FOD-CIN)	9/12/79	8/01/80	—	22,951	6,346	1,950	31,247
Bushman, Barbara (FOD-WRO)	9/12/79	8/22/80	—	24,775	1,312	2,106	28,193
Collins, Charles S. (HRD)	10/09/79	—	10/08/80	49,380	2,459	4,197	56,036
Cramsey, John J. (LCD)	9/04/79	9/03/80	—	31,081	2,560	2,642	36,283
Dinsmore, Paul F. (LCD)	6/23/80	—	6/22/81	10,575	—	899	11,474
Graham, William C. (FPCD)	9/04/79	9/03/80	—	35,644	797	3,029	39,470
Hachten, Steven (ID)	8/08/79	3/07/80	—	12,971	1,350	1,102	15,423
Hauser, Daniel J. (FOD-CIN)	9/10/79	2/15/80	—	10,959	4,454	932	16,345
Keppler, William E. (ID)	9/10/79	4/08/80	—	15,672	1,452	1,332	18,456
Koval, Paul J. (ID)	9/29/80	—	9/28/81	338	—	29	367
Mason, Roy T. (EMD)	9/10/79	9/05/80	—	36,231	2,420	3,079	41,730
Megyeri, Leslie L. (PSAD)	9/04/79	8/29/80	—	37,799	1,804	3,213	42,816
Metz, C. Thomas (ID)	9/28/80	—	9/28/81	303	—	26	329
Moores, James S. (FOD-DET)	10/09/79	—	10/08/80	23,147	11,202	1,967	36,316
Neuf, Conrad H. (PSAD)	1/02/80	—	1/01/81	31,247	1,166	2,656	35,069
Nosik, Douglas D. (HRD)	8/13/79	8/08/80	—	27,913	823	2,373	31,109
Perrigo, Jack G. (FOD-WRO)	9/02/80	—	9/01/81	1,996	—	170	2,166
Siemering, Edward A. (PSAD)	9/24/79	9/19/80	—	40,520	155	3,444	44,119
Simpson, Michael E. (FOD-WRO)	10/02/79	—	10/01/80	23,776	4,093	2,021	29,890
Stephenson, John B. (FOD-CIN)	9/12/79	3/14/80	—	14,418	4,307	1,225	19,950
Swain, John B. (LCD)	1/02/80	—	1/01/81	12,973	4,708	1,103	18,784
Touey, William P. (FOD-PHIL)	9/04/79	2/12/80	—	13,108	3,565	1,114	17,787
Waters, James C. (FOD-WRO)	10/01/79	3/14/80	—	19,176	2,662	1,630	23,468
Zeunges, Theodore F. (HRD)	9/17/79	9/12/80	—	32,916	1,525	2,798	37,239

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[1] *For Senate staff assignments this cost was/will be reimbursed by the committee or subcommittee concerned.*

[2] *These amounts, which are 8.5% of the salary costs, include the Government's estimated share for personnel benefits payable to the Office of Personnel Management for (1) life insurance fund, (2) retirement fund, and (3) health benefits fund.*

Committee	Length of Assignments		Tentative Release date	Salary[1]	Travel expenses[1]	Other expenses[2]	Total Cost
	From	To					
House—Continued							
Subcommittee on Defense:							
Asby, Felix E. (PSAD)	9/04/80	—	9/03/81	3,780	—	321	4,101
Magliochetti, Paul (EMD)	3/31/80	7/25/80	—	12,485	—	1,061	13,546
Armed Services Committee: Subcommittee on Investigations:							
Barnes, Cheryl (FPCD)	8/02/79	12/15/79	—	8,035	—	683	8,718
Government Operations Committee: Subcommittee on Government Information and Individual Rights:							
Andros, Robert (HRD)	8/18/80	—	2/18/81	4,841	—	411	5,252
Baugher, Jerry G. (HRD)	5/12/80	—	11/12/80	10,657	—	906	11,902
Bryant, Kirby (EMD)	6/11/80	—	12/11/80	12,461	—	1,059	13,520
Denomme, Joan A. (HRD)	5/07/80	—	11/07/80	10,970	—	932	11,902
Gaston, Larry (GGD)	2/04/80	—	2/03/81	21,369	—	1,816	23,185
Guido, Frank (HRD)	5/12/80	—	11/12/80	10,657	—	906	11,563
Jasper, Geraldine (FOD-WRO)	10/01/79	2/01/80	—	12,770	—	1,086	13,856
Manganiello, Frank J. (FOD-WRO)	10/01/79	2/01/80	—	10,765	—	915	11,680
Searcy, Judith L. (HRD)	5/12/80	—	11/12/80	6,683	—	568	7,251
St. Armand, Carol C. (HRD)	5/12/80	—	11/12/80	7,055	—	600	7,665
Williams, James G. (HRD)	5/07/80	—	11/07/80	15,422	—	1,311	16,733
Subcommittee on Legislation and National Security:							
Zanardi, Louis H. (ID)	8/10/80	—	2/10/81	5,434	—	462	5,896
Subcommittee on Commerce, Consumer, and Monetary Affairs:							
Andros, Robert (HRD)	5/07/79	5/06/80	—	23,102	—	2,015	25,117
Bryant, Kirby (EMD)	6/11/79	6/10/80	—	27,484	—	2,336	29,820
Gilbert, Michael (GGD)	5/07/79	3/07/80	—	10,930	—	929	11,859
Hernandez, Albert (ID)	7/02/79	1/18/80	—	8,076	—	686	8,762
Interstate and Foreign Commerce Committee: Subcommittee on Energy and Power:							
Zipp, Alan S. (EMD)	6/25/79	2/18/80	—	12,074	—	1,026	13,100
Interstate and Foreign Commerce Committee: Subcommittee on Oversight and Investigations:							
Collinsworth, Anthony (FOD-WRO)	4/16/80	6/02/80	—	3,828	—	325	4,153
Roth, Norman E. (FPCD)	4/11/80	9/30/80	—	13,894	—	1,181	15,075
Zorn, Thomas F. (FPCD)	4/11/80	9/30/80	—	12,416	—	1,055	13,471

Committee	Length of Assignments		Tentative Release date	Salary[1]	Travel expenses[1]	Other expenses[2]	Total Cost
	From	To					
House—Continued							
Ways and Means Committee:							
Subcommittee on Oversight:							
Galloway, Byron (HRD)	8/13/79	8/12/80	—	28,938	1,434	2,460	32,832
Kamensky, John (PAD)	8/27/79	8/26/80	—	21,001	—	1,785	22,786
Schmidt, Peter E. (HRD)	8/18/80	—	8/17/81	2,537	—	216	2,753
Swittenberg, Julian E. (HRD)	9/02/80	—	9/01/81	2,129	—	181	2,310
Committee on Standards of Official Conduct:							
Chlan, Francis (FGMSD)	3/12/79	3/11/80	—	8,561	—	728	9,289
Leland, Kenneth (FGMSD)	3/06/80	—	3/05/81	20,765	357	1,765	22,887
Lombard, Alan (FGMSD)	3/11/80	—	3/10/81	18,139	—	1,542	19,681
Select Committee on the Outer Continental Shelf:							
McDowell, Kenneth J. (EMD)	4/08/80	6/10/80	—	4,221	—	359	4,580
GRAND TOTAL				1,309,057	84,857	111,318	1,505,232

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[1] *For Senate staff assignments this cost was/will be reimbursed by the committee or subcommittee concerned.*

[2] *These amounts, which are 8.5% of the salary costs, include the Government's estimated share for personnel benefits payable to the Office of Personnel Management for (1) life insurance fund, (2) retirement fund, and (3) health benefits fund.*

Total assigned during fiscal year 1980

Division:	
Community and Economic Development	4
Energy and Minerals	7
Federal Personnel and Compensation	4
Financial and General Management Studies	9
General Government	7
Human Resources	18
International	8
Logistics and Communications	4
Procurement and Systems Acquisition	8
Program Analysis	1
Regional Office:	
Cincinnati	4
Dallas	1
Detroit	1
Norfolk	1
Philadelphia	1
Washington	11
	89

On assignment as of September 30, 1980

Division:	
Energy and Minerals	3
Federal Personnel and Compensation	2
General Government	4
Human Resources	10
International	5
Logistics and Communications	2
Procurement and Systems Acquisition	3
Community and Economic Development	2
Financial and General Management Studies	4
Regional Office:	
Cincinnati	1
Detroit	1
Washington	4
	41

Appendix 4

Descriptions of Major Organizational Units of GAO

The following identifies GAO's major units of organization, together with a brief description of the major responsibilities and principal activities of each. The lines of authority and the names of top officials can be found in the organization chart preceding Chapter 1.

Offices

Office of the Comptroller General

There are four offices which operate in the immediate office of the Conptroller General, performing direct staff services for him. These are the Office of Congressional Relations, which coordinates GAO's activities with congressional committees and Members; the Office of Equal Employment Opportunity, which oversees GAO's efforts to carry out all of its activities in a nondiscriminatory manner; the Office of Internal Review, which audits and reviews GAO's own operations; and the Office of Public Information, which assists the public and the media with their queries on GAO reports and activities.

Office of the General Counsel

The Office of the General Counsel assists the Comptroller General by performing legal work presented by matters coming before the General Accounting Office. This may involve the interpretation of laws governing public expenditures or the preparation for the Comptroller General of final and binding decisions to Government officers who are accountable for the public funds which they administer. It may consist of reviews for legal sufficiency of the numerous reports of the Comptroller General which inform the Congress of the construction which executive branch agencies currently are placing on congressional mandates and the extent to which these actions reflect congressional intent. In its "bid protest" work, the Office resolves disputes between agencies and bidders for Government contracts, including grantee award actions. Committee chairman and individual Members of Congress ask for and receive opinions on the legality of agency actions and on legislative options. Finally, the Office of the General Counsel is responsible for informing Congress of executive branch impoundments of available budget authority and assuring compliance with the provisions of the Impoundment Control Act of 1974.

Policy and Program Planning

The Office of Policy and the Office of Program Planning report directly to the Assistant Comptroller General for Policy and Program Planning. They see that the audit work of GAO is planned, coordinated, and reported in a consistent and effective manner. These offices work with the audit divisions to implement GAO's policies and planning guidelines across divisional lines.

Administration

GAO's own internal management and administration is supervised by the Assistant Comptroller General for Administration. He provides direction over the activities of the General Services and Controller and the Personnel organizations. General Services and Controller is responsible for numerous and diverse functions including internal space management, procurement of goods and services, automated information, financial management, library services, printing and copier services, security and safety, and productivity.

Program Evaluation

The Office of the Assistant Comptroller General for Program Evaluation oversees the work of GAO's Program Analysis Division and the Institute for Program Evaluation. The Office also assists Personnel in the development of required program evaluation training programs, with emphasis on job design; cooperates with the Assistant Comptroller General for Policy and Program Planning to encourage the preparation of articles for professional journals based on GAO reports, especially those which break new ground or are of particular interest to the program evaluation community; and develops and maintains an inventory of consultants and experts in program evaluation fields intended for availability in all operating divisions.

Divisions

Community and Economic Development Division

The Community and Economic Development Division coordinates GAO's work in the areas of food, domestic housing and community development, environmental protection, land use planning arrangement and control, transportation systems and policies, and water and water-related programs.

In addition to its leadership responsibilities for these issue areas, this division provides GAO audit coverage at the Departments of Agriculture, Commerce, Housing and Urban Development, Interior (except energy and materials activities) and Transportation; the Army Corps of Engineers (civil functions); the Environmental Protection Agency; the Small Business Administration; the Interstate Commerce, Federal Maritime and Federal Communications Commissions; the National Railroad Passenger Corporation (Amtrak); the Washington Metropolitan Area Transit Authority; the U.S. Railway Association; the Civil Aeronautics Board; the Commodity Futures Trading Commission; the Federal Emergency Management Agency; and a variety of boards, commissions, and quasi-governmental entities.

Energy and Minerals Division

The Energy and Minerals Division serves as lead division within GAO for the issue areas of energy and of materials.

This division provides GAO audit coverage for the Department of Energy, the Nuclear Regulatory Commission, the Tennessee Valley Authority, energy and minerals programs of the Department of Interior, and energy and materials activities located in numerous other Federal entities.

Federal Personnel and Compensation Division

The Federal Personnel and Compensation Division is the lead division for GAO work in the issue area of Federal personnel management and compensation.

This division provides GAO audit coverage for the Office of Personnel Management, Merit Systems Protection Board, Federal Labor Relations Authority, and Selective Service System. The division also examines Government-wide personnel activities relating to and affecting the Federal work force.

Field Operations Division

The Field Operations Division, through its regional offices in 15 cities, provides direct audit support throughout the continental United States, Alaska, Puerto Rico, and the Virgin Islands for GAO's other operating divisions. Thus, this division plays a major role in most of the audits and work of GAO. About half of GAO's professional staff is assigned to its regional offices.

Financial and General Management Studies Division

The Financial and General Management Studies Division is responsible for coordinating GAO's work in the issue areas of automatic data processing, internal audit, accounting and financial reporting, and national productivity.

This division carries out its responsibilities through participation in the Joint Financial Management Improvement Program and its Government-wide responsibilities for automatic data processing, accounting systems, internal auditing and fraud prevention, productivity, and regulatory accounting and reporting. It provides GAO audit coverage at the Securities and Exchange Commission. Beginning in fiscal year 1981 it will have primary responsibility for financial statement audits.

In addition, its Claims Group settles and adjudicates claims and demands by or against the United States and reviews, evaluates, and reports on the claim settlement and debt collection activities of Government agencies.

General Government Division

The General Government Division is responsible for coordinating GAO's work in the issue areas of intergovernmental policies and fiscal relations, law enforcement and crime prevention, tax administration, data collected from non-Federal sources (statistical and paperwork implications), and Federal oversight of financial institutions.

This division provides GAO audit coverage for the Departments of Justice and Treasury, the District of Columbia Government, the United States Postal Service, the judicial and legislative branches of the Federal Government, and various other agencies and commissions.

Human Resources Division

The Human Resources Division coordinates GAO's work in the issue areas of consumer and worker protection, administration of nondiscrimination and equal opportunity programs, education, health, income security, and employment and training.

In addition to its leadership in these issue areas, this division provides GAO audit coverage for the Departments of Labor, Health and Human Services, and Education; the Community Services Administration; the Consumer Product Safety Commission; the Federal Trade Commission; the Pension Benefit Guaranty Corporation; the Legal Services Corporation; ACTION; the Railroad Retirement Board; the Equal Employment Opportunity Commission; the Veterans Administration; all Federal health programs; and various small commissions and independent agencies.

International Division

The International Division serves as lead division for the international affairs issue area.

This division provides GAO audit coverage for the Department of State, the Agency for International Development, the International Development Cooperation Agency, the Central Intelligence Agency, the Export-Import Bank of the United States, the International Communication Agency, the Panama Canal Commission, as well as international activities of numerous other Federal entities. International Division personnel staff GAO's overseas offices.

Logistics and Communications Division

The Logistics and Communications Division serves as the lead division within GAO for work in the areas of facilities and materiel management, military preparedness, Federal information (creation, protection, access, disclosure, and management), and communications.

Most of this division's work covers the Department of Defense. It also provides GAO audit coverage for portions of the General Services Administration and the Government Printing Office, in addition to its Government-wide responsibilities relating to logistics, information, and communication.

Procurement and Systems Acquisition Division

The Procurement and Systems Acquisition Division is responsible for coordinating GAO's work in the issue areas of general procurement and the procurement of major systems.

This division monitors the Government's entire procurement function and its research and development policies and programs. Most of this division's work is concentrated in the Department of Defense, the National Aeronautics and Space Administration, the defense-related activities of the Department of Energy and the Federal Supply Service of the General Services Administration.

Institute for Program Evaluation

The Institute for Program Evaluation strives to further the growth of GAO's capability to perform program evaluation and to assist the Congress in making the most effective use of evaluative information. The Institute performs program evaluation assignments designed to demonstrate new or improved methodologies for GAO program evaluations. The conduct of these evaluations serves to model strategies for similar assignments. The Institute also assumes responsibilities under Title VII of the Congressional Budget Act for evaluation methods development. In addition, it provides training in evaluation to all GAO personnel.

The Institute encourages and maintains contacts with evaluation professionals in other Federal agencies, universities, professional societies, and State and local governments, and fosters improved communication within the evaluation community.

Program Analysis Division

The Program Analysis Division serves as the lead division within GAO for work in the issue areas of program and budget information for congressional use, economic analysis of alternative program approaches, and science policy.

This division maintains oversight responsibility for several agencies, including the Office of Science and Technology Policy, the National Science Foundation, and the Council on Wage and Price Stability. It is GAO's focal point for work in the areas of economics and science policy, and coordinates GAO activities with the Congressional Budget Office and the Office of Technology Assessment.

Appendix 5

Legislation Enacted During Fiscal Year 1980 Relating to the Work of the General Accounting Office

Audits

Appropriated Funds Expenditure Prerequisite or Exemption

Public Law 96–103, November 5, 1979, 93 Stat. 771, the Department of Housing and Urban Development—Independent Agencies Appropriation Act, 1980, contains a general provision that no funds appropriated by the act may be expended unless such expenditure is subject to audit by the General Accounting Office or is specifically exempt by law from such an audit. (93 Stat. 787)

Congressional Award Board

Public Law 96–114, November 16, 1979, 93 Stat. 851, Congressional Awards Act, establishes a Congressional Award Board to administer a program designed to encourage initiative and achievement among youths.

The financial transactions of the Board and any private nonprofit corporation established for the sole purpose of assisting the Board to carry out the Congressional Award Program are subject to audit by the Comptroller General at times deemed appropriate. GAO is also provided access to pertinent records for the purpose of these audits. (93 Stat. 855)

Territorial Governments

Public Law 96–126, November 27, 1979, 93 Stat. 954, Department of the Interior and Related Agencies Appropriation Act, 1980, contains a proviso for audit by the General Accounting Office of all financial transactions of the territorial and local governments provided for (offices of the Government Comptroller for the Virgin Islands, the Government Comptroller of Guam, Trust Territory of the Pacific Islands, the Northern Mariana Islands, and the Government Comptroller of American Samoa), including transactions of all agencies or instrumentalities established or utilized by such governments.

The proviso states that the audit shall be made in accordance with the provisions of the Budget and Accounting Act, 1921, and the Accounting and Auditing Act of 1950. (93 Stat. 965, 966)

Access to Records

Law Enforcement Assistance

Public Law 96–157, December 27, 1979, 93 Stat. 1167, Justice System Improvement Act of 1979, amends the Omnibus Crime Control and Safe Streets Act of 1968 to restructure the Federal Law Enforcement Assistance Administration to assist State and local governments in improving the quality of their justice systems.

This amendment continues the provision for General Accounting Office access to pertinent records of recipients of law enforcement and criminal justice assistance grants until the expiration of 3 years after completion of the program or project for which the assistance is used. (93 Stat. 1212)

Dispute Resolution

Public Law 96–190, February 12, 1980, 94 Stat. 17, Dispute Resolution Act, provides financial assistance for the development and maintenance of effective, fair, inexpensive, and expeditious mechanisms for the resolution of minor disputes.

The Comptroller General is provided access to grant recipients' records until the expiration of 3 years after the final year of receipt of financial assistance for the purpose of financial and performance audits and examinations. (94 Stat. 25)

Bicentennial Medals

Public Law 96–228, April 3, 1980, 94 Stat. 323, authorizes the Secretary of the Treasury to strike and furnish to the United States Capitol Historical Society Bicentennial medals commemorating the adoption of the Constitution of the United States and of those individuals who participated in the American Revolution.

The Comptroller General is provided access to pertinent records of the Society, including all records and documents pertaining to the marketing of the medals. (94 Stat. 324)

Deep Seabed Hard Mineral Resources Licensees and Permittees

Public Law 96–283, June 28, 1980, 94 Stat. 553, Deep Seabed Hard Mineral Resources Act, establishes an interim procedure for the orderly development of hard mineral resources in the deep seabed pending adoption of an international regime.

Under the provisions of the act, the Administrator of the National Oceanic and Atmospheric Administration has the authority to issue to eligible applicants licenses for exploration and permits for commercial recovery.

Each licensee and permittee is to keep records prescribed by the Administrator, including information which will fully disclose expenditures for exploration and commercial recovery, including processing of hard mineral resources, and such other information as will facilitate an effective audit. The Comptroller General has access for the purposes of audit to records of licensees and permittees pertinent to the verification of their expenditures. (94 Stat. 571)

Aquaculture Development

Public Law 96–362, September 26, 1980, 94 Stat. 1198, the National Aquaculture Act of 1980, provides for the development of acquaculture in the United States.

Within 18 months after the date of enactment, the Secretaries of Agriculture, Commerce, and Interior are to establish a National Aquaculture Development Plan. The Secretaries are provided authority to utilize grants and contracts to carry out their responsibilities in implementing the Plan. The Comptroller General is provided access to pertinent records of grant and contract recipients for purposes of audit. (94 Stat. 1204)

Fish and Wildlife Conservation

Public Law 96–366, September 29, 1980, 94 Stat. 1322, the Fish and Wildlife Conservation Act of 1980, provides for reimbursement of State costs for developing, revising, and implementing conservation plans and implementing certain nongame fish and wildlife conservation actions. This reimbursement is to be subject to terms and conditions prescribed by the Secretary of the Interior, including the maintenance of certain records by the States, and access to those records by the Secretary and the Comptroller General for purposes of audit and examination. (94 Stat. 1327)

Health Planning and Resources Development

Public Law 96–79, October 4, 1979, 93 Stat. 592, Health Planning and Resources Development Amendments of 1979, requires the Comptroller General to conduct an evaluation of the exemption authority provided by section 1527(b) of the Public Health Service Act pertaining to the certificate of need program.

In conducting the evaluation the Comptroller General is to determine

(1) the health maintenance organizations, combinations of health maintenance organizations, and health care facilities which have applied to receive an exemption under that section;

(2) the services, facilities, and equipment with respect to which applications have been submitted under that section;

(3) the impact of the exemption on existing contractual arrangements between health maintenance organizations and health care facilities and on plans of such organizations respecting such arrangements; and

(4) the impact of the exemption on health care delivery systems, including its impact on the cost, availability, accessibility, and quality of health care.

Not later than February 1, 1982, the Comptroller General is to report the results of the evaluation to the Senate Committee on Labor and Human Resources and the House Interstate and Foreign Commerce Committee. (93 Stat. 620)

District of Columbia Retirement Reform Act

Public Law 96–122, November 17, 1979, 93 Stat. 866, District of Columbia Retirement Reform Act, was enacted to establish an actuarially sound basis for financing retirement benefits for police officers, fire fighters, teachers, and judges of the District of Columbia.

The law establishes a District of Columbia Retirement Board as an independent agency of the government of the District of Columbia to have exclusive authority and discretion to manage and control the following funds which are also established by the law: (1) District of Columbia Police Officers and Fire Fighters' Retirement Fund, (2) District of Columbia Teachers' Retirement Fund, and (3) District of Columbia Judges' Retirement Fund.

The Board is to engage an enrolled actuary who shall, on the basis of the entry age normal cost funding method, and in accordance with generally accepted actuarial principles and practices, make certain determinations with respect to the funds.

In the year 2004, the Comptroller General is to determine whether the Federal share with respect to each fund has been paid in full by payments made pursuant to appropriations authorized by the law. (93 Stat. 881)

After January 1, and before March 1, of each year beginning with calendar year 1983 and ending with calendar year 2004, the enrolled actuary is to make certain determinations concerning the Police Officers and Fire Fighters' Retirement Fund. The actuary is to report the determination for any year to the Board and to the Comptroller General not later than March 1 of such year.

The Board and the Comptroller General are to transmit a copy of each report by the actuary to the Speaker, the President *pro tempore*, the Mayor, and the Council not later than March 31 of the year in which the report is made, and each shall submit comments on the report. (93 Stat. 882)

The Comptroller General is to include in his comments on each report a statement of whether the determinations made by the enrolled actuary were in conformance with generally accepted actuarial practices and principles and whether such determinations fairly present in all material respects the amounts described. (93 Stat. 882–883)

The Police and Firemen's Relief Board, on or before January 31 of each calendar year from 1980 through 2002, are to make available to the Comptroller General and the enrolled actuary all determinations (including related documents and information) made during the preceding calendar year in order to enable the Comptroller General and the enrolled actuary to make the determinations and statements required. (93 Stat. 883–884)

The Comptroller General is to have access to records necessary to carry out responsibilities under section 736(a) of the District of Columbia Self-Government and Governmental Reorganization Act and under section 144(e) of this act regarding Federal share payments. (93 Stat. 881)

Veterans Health Programs

Public Law 96–151, December 20, 1979, 93 Stat. 1092, Veterans Health Programs Extension and Improvement Act of 1979, amends 38 U.S.C. 5101(a) to provide that with respect to each law making appropriations for the Veterans Administration, the Director of the Office of Management and Budget is to provide to the Veterans Administration for the fiscal year concerned the funded personnel ceiling and funds necessary to achieve the ceiling and submit to the appropriate committees of the Congress and to the Comptroller General certification that the ceiling has been provided.

Not later than the forty-fifth day after the enactment of each such law, the Comptroller General is to submit to the appropriate committees of the Congress a report stating the Comptroller General's opinion as to whether the Director, Office of Management and Budget, has complied with the requirements in providing to the VA the funded personnel ceiling. (93 Stat. 1095)

Chrysler Corporation Loan Guarantee

Public Law 96–185, January 7, 1980, 93 Stat. 1324, Chrysler Corporation Loan Guarantee Act of 1979, establishes a Chrysler Corporation Loan Guarantee Board. The Comptroller General is a statutory member of the Board. (93 Stat. 1325)

The GAO may make such audits as may be deemed appropriate by the Comptroller General of all accounts, books, records, memoranda, correspondence, and other documents and transactions of the Corporation and any other borrower. No guarantee may be made under the act unless or until the Corporation or any other borrower agrees, in writing, to allow the GAO to make such audits. The results of all audits are to be reported to the Congress. (93 Stat. 1332)

General Accounting Office Personnel Act of 1980

Public Law 96–191, February 15, 1980, 94 Stat. 27, General Accounting Office Personnel Act of 1980, establishes an independent personnel system for employees of the GAO.

The law delineates the requirements of the personnel management system, establishes a General Accounting Office Personnel Appeals Board, and a GAO Senior Executive Service, among other things. (94 Stat. 27–34)

Transportation of Government-Financed Passengers and Property

Public Law 96–192, February 15, 1980, 94 Stat. 35, the International Air Transportation Competition Act of 1979, amends the Federal Aviation Act of 1958 to promote competition in international air transportation, provide greater opportunities for U.S. air carriers, and establish goals for developing U.S. international aviation negotiation policy.

Section 1117 of the act is amended. Subsection 1117(c) requires the Comptroller General to disallow any expenditure from appropriated funds for payment for personnel or cargo transportation in violation of this section in the absence of satisfactory proof of the necessity therefor. (94 Stat. 44)

General Accounting Office Act of 1980

Public Law 96–226, April 3, 1980, 94 Stat. 311, the General Accounting Office Act of 1980, contains amendments to the Budget and Accounting Act, 1921, and the Budget and Accounting Procedures Act of 1950, as follows:

1. GAO is provided authority to audit most unvouchered expenditures which are accounted for solely on the signature of the President of the United States or other designated officials.
2. The law strengthens existing authority to enforce GAO's statutory rights of access to records of Federal agencies as well as Government contractors and grantees.
3. The procedures GAO utilizes with respect to issuance of reports is amended regarding the submission of draft reports to agencies for comment. Also, a statement of significant changes from prior drafts is now required with the issuance of the final version of any GAO report.
4. A formal mechanism is established for congressional input into the appointment of the Comptroller General and the Deputy Comptroller General.

In addition, the Department of Energy Organization Act and the act of October 15, 1976, 90 Stat. 2430, are amended to require the Inspectors General of the Department of Energy and the Department of Health, Education, and Welfare (now the Department of Health and Human Services) to conform to GAO audit standards. (94 Stat. 311–316)

Federal Trade Commission Improvements Act of 1980

Public Law 96–252, May 28, 1980, 94 Stat. 374, Federal Trade Commission Improvements Act of 1980, contains a provision at section 21 requiring congressional review of final rules promulgated by the Federal Trade Commission. In addition, before the end of fiscal year 1982, the Comptroller General is to prepare a report to the Congress which examines the review of Commission rules under this section. (94 Stat. 395)

Passenger Railroad Rebuilding Act of 1980

Public Law 96–254, May 30, 1980, 94 Stat. 399, contains as Title II the Passenger Railroad Rebuilding Act of 1980. This act amends the Railroad Revitalization and Regulatory Reform Act of 1976 to require the Secretary of Transportation to report to the Congress, in consultation with the Comptroller General, on an evaluation of the extent to which passenger and freight operations should be separated in the Northeast Corridor; and an evaluation of any operational, safety, maintenance, or other problems of mixing freight and passenger service on the same rail lines. (94 Stat. 411)

Energy Security Act

Public Law 96–294, June 30, 1980, 94 Stat. 611, Energy Security Act, contains eight titles, as follows: Title I—Synthetic Fuel; Title II—Biomass Energy and Alcohol Fuels; Title III—Energy Targets; Title IV—Renewable Energy Initiatives; Title V—Solar Energy and Energy Conservation; Title VI—Geothermal Energy; Title VII—Acid Precipitation Program and Carbon Dioxide Study; and Title VIII—Strategic Petroleum Reserve.

Part B of Title I of the legislation creates the United States Synthetic Fuels Corporation. The GAO is authorized to conduct audits of the accounts of the Corporation and report to the Congress, as deemed necessary by the Comptroller General or requested by the Congress, not less than every 3 years. (94 Stat. 678)

The Corporation is required to have an officer with the title Inspector General. In carrying out his duties and responsibilities, the Inspector General is to give particular regard to the activities of the Comptroller General in relation to the Corporation with a view toward avoiding duplication and ensuring effective coordination and cooperation. (94 Stat. 642)

Title I, Part B, Subtitle E pertaining to Corporation construction and contractor operation provides GAO access to pertinent contractor records for purposes of audit. (94 Stat. 667) As the conferees explain, Subtitle G authorizes the Attorney General to sue the Corporation or any other person to prevent acts of omission or commission in violation of the legislation. The section creates a public cause of action, maintainable by the Attorney General or the Comptroller General, to enforce the duties and responsibilities imposed by the legislation. (94 Stat. 672)

Title V, popularly called the Solar Energy and Energy Conservation Act of 1980, establishes the Solar Energy and Energy Conservation Bank in the Department of Housing and Urban Development. GAO is to audit the financial transactions of the Bank not later than 2 years after enactment and subsequently at 3-year intervals. The Bank will cease to exist after September 30, 1987. (94 Stat. 722)

A new Part 5 pertaining to residential energy efficiency programs is added to the National Energy Conservation Policy Act (Public Law 95–619, November 9, 1978, 92 Stat. 3206). Each State and local government whose application for a residential energy efficiency plan is approved and each utility and person entering into a contract under the plan is required to provide GAO access to records for purposes of audit. (94 Stat. 750)

Temporary Commission on Financial Oversight of the District of Columbia Funding

Public Law 96–304, July 8, 1980, 94 Stat. 857, Supplemental Appropriations and Rescission Act, 1980, provides for an appropriation under the heading District of Columbia Funds, Governmental Direction and Support. A portion of this appropriation is to be used for the District of Columbia's contribution toward the expenses of the Temporary Commission on Financial Oversight of the District of Columbia. The appropriation is to be transferred to the Commission upon the request of the Executive Director and the General Accounting Office. (94 Stat. 866)

Multiemployer Pension Plan Amendments of 1980

Public Law 96–364, September 26, 1980, 94 Stat. 1208, Multiemployer Pension Plan Amendments of 1980, includes a requirement at section 413 that the Comptroller General conduct a study and report to the Congress on the effects of the amendments made by, and the provisions of the act on the participants, beneficiaries, employers, employee organizations, and other parties affected by this act, and the self-sufficiency of the fund established under section 4005 of the Employee Retirement Income Security Act of 1974 with respect to benefits guaranteed under section 4022A of such act, taking into account the financial conditions of multiemployer plans and employers. (94 Stat. 1309)

Appropriations for the General Accounting Office

Public Law 96–86, October 12, 1979, 93 Stat. 656, making continuing appropriations for the fiscal year 1980, provides funds for the General Accounting Office in such amounts and in the manner provided in H.R. 4390, entitled the Legislative Branch Appropriation Act, 1980, as reported June 7, 1979 (except as to executive salaries). H.R. 4390, as reported June 7, 1979, is to be treated as appropriating $200,300,000 under the heading, "GENERAL ACCOUNTING OFFICE," Salaries and Expenses. This legislation funds the operations of the General Accounting Office for the entire fiscal year 1980. (93 Stat. 657, 658)

Public Law 96–304, July 8, 1980, 94 Stat. 857, Supplemental Appropriations and Rescission Act, 1980, provides the General Accounting Office additional appropriations of $4,000,000 for fiscal year 1980 to cover increased pay costs authorized or pursuant to law. (94 Stat. 912)

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